

**SAN ANTONIO BRAC 2005
GROWTH MANAGEMENT PLAN**

APPENDIX A

**GROWTH MANAGEMENT
ACTION PROGRAM**

PREPARED FOR
CITY OF SAN ANTONIO
OFFICE OF MILITARY AFFAIRS

BY
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GROWTH MANAGEMENT ACTION PROGRAM

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SAN ANTONIO – BRAC 2005 GROWTH MANAGEMENT PLAN ACTION PROGRAM

OVERVIEW

The Base Realignment And Closure (BRAC) process will establish or strengthen Health Care, Health Care Education, Health Care Management and Force Management functions at Fort Sam Houston, with an expected influx of some 12,500 persons. San Antonio commissioned a Growth Management Plan (GMP) to assess needs for supporting BRAC and opportunities for leveraging economic growth and neighborhood revitalization from BRAC.

The GMP proposes comprehensive action to: (1) Support BRAC; (2) Avoid population dispersal to remote areas of the City and County; and, (3) Capture economic growth while also accomplishing neighborhood revitalization. This Appendix provides an Action Plan with an implementing sequence that emphasizes: (1) Early action to address issues; (2) Addressing issues in a way that lays the groundwork for, and begins the process of, capturing opportunities; and (3) Sustaining the effort to capture opportunities.

A plan implementation schedule for the first two years is shown on the next page. After the startup period, plan implementation will be paced by the rate of economic growth. Full build-out of plan features could be realized very rapidly, or it may take decades. The plan lays out a strategy for rapid economic growth, with the benefits of growth providing funds for plan implementation. The expectation is for rapid progress, with full build-out of the plan features within five to seven years.

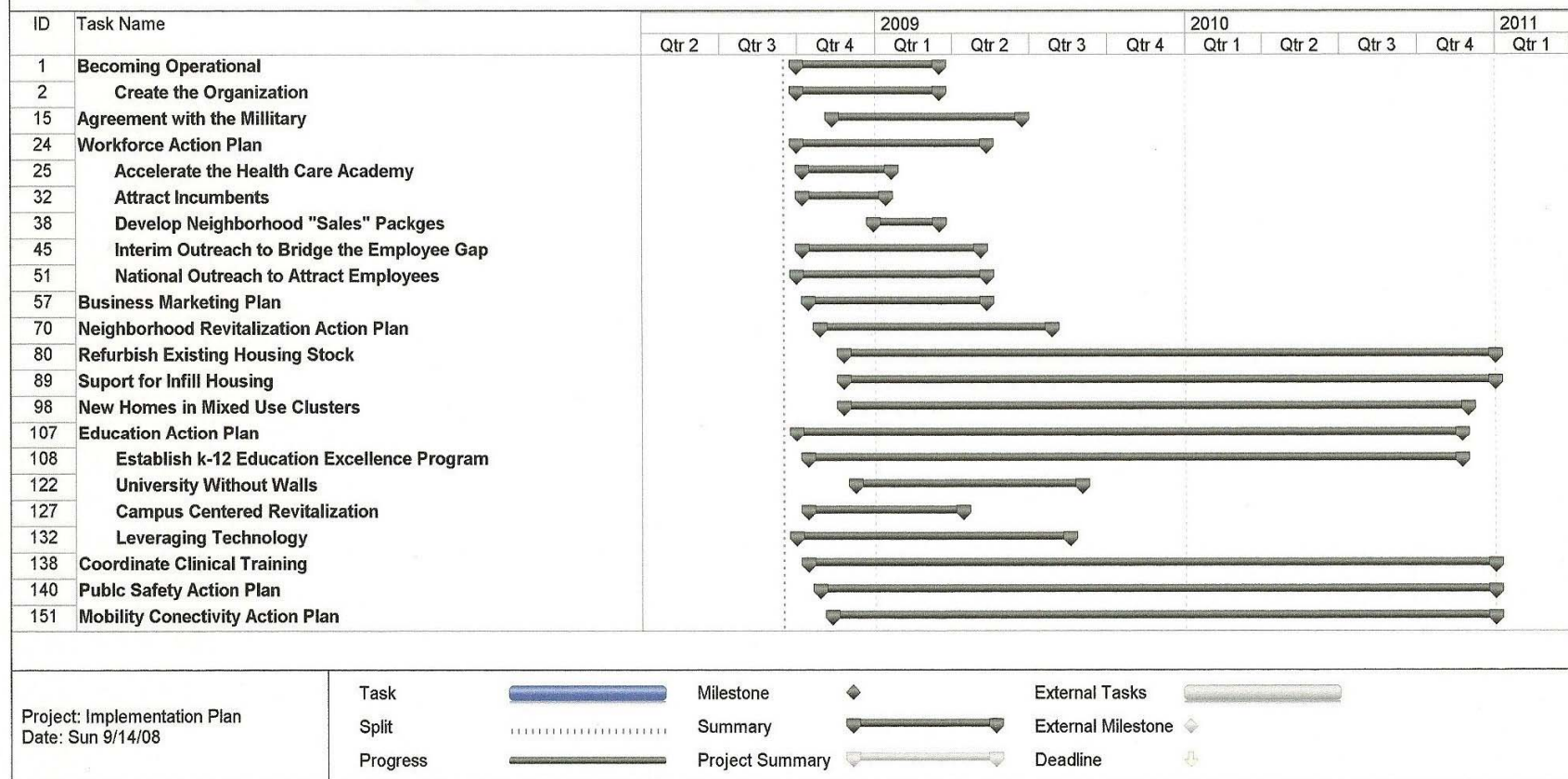
However, the budget reflects a much more conservative thirty-year timeline.

Whether the build-out occurs rapidly or at a more deliberate pace, the BRAC 2011 implementation deadline becomes a milestone, rather than a final date for GMP implementation.

Implementing Steps

- Establish the organization
- Engage City and County organizational units
- Create partnering relationship with the Military
- Engage Chamber of Commerce and local institutions such as San Antonio for Growth on the East Side (SAGE) and St. Philip's College
- Work with Congress and the Legislature to obtain legislation and support
- Market to early adopters
- Create Employee Pipeline
- Create R&D Pipeline and Continual Improvement Links
- Market TDI expansion
- Build to Support Marketing Successes using IF-THEN approach
- Implement Community Redevelopment based on Six-Point Financial Plan

Growth Management Plan Implementation Schedule



Emphasis in the GMP is on addressing bed-down issues in the beginning and then moving on to support the underlying mission-goals through a long-term military/civilian partnership. In terms of property development, the plan also looks beyond post boundaries to developing a slightly larger area in a way that maximizes value for the military, property owners and the community. Many aspects of such development will proceed on a pace established by success in marketing rather than a by the fixed BRAC completion deadline.

The underlying business development strategy is to select Targeted Development Industries (TDIs) that are essential to successful attainment of BRAC goals, and which also: (1) Are experiencing strong growth; (2) Have a significant presence in San Antonio; and (3) Make a desirable contribution to the region. A desirable contribution means that the industry is clean, provides good paying jobs, and is synergistic with other desired growth industries.

The TDIs selected as meeting the foregoing criteria include: Health Care; Health Care Education; Communications; Technology, especially those technologies which support other TDIs; Intelligence; and, Security. Recognizing that TDIs are growth industries with a critical San Antonio presence, the plan proposes: (1) Attracting a significant investment in education/training and research aimed at providing a continuing competitive advantage; as well as (2) Ensuring a continuing source of employees to staff growing TDI business clusters. Such community-led contributions are referred to as R&D and employee “pipelines”.

The plan also recommends aggressive improvement of communities near the post so that San Antonio can market a “**quality, connected living and working environment**.” The strategy is supported by a conceptual land use plan which allows community leaders to visualize how physical elements of the GMP can become a reality. The land use plan includes a parcel by parcel improvement program to support the goals of economic growth and neighborhood revitalization, supported by a neighborhood Connectivity Plan. The conceptual improvement plan for each parcel considers: (1) BRAC goals; (2) Economic development criteria; (3) Neighborhood planning goals; (4) Urban Land Institute formulas for successful development; and (5) Surrounding physical and natural environmental conditions.

A COMPREHENSIVE, INTEGRATED ACTION PROGRAM

CAPITALIZE ON

- **A STRONG MARKET**
- **MILITARY EXCELLENCE GOALS**

BY CREATING

- 1. EXCELLENT PLACES TO WORK WITH ENVIRONMENTALLY FRIENDLY CONNECTIONS TO A VARIETY OF EXCELLENT LIVING SPACES**
- 2. A WORKFORCE PIPELINE SUPPORTED BY A NATIONAL RECRUITING INITIATIVE**
- 3. A SUSTAINED BUSINESS ADVANTAGE SUPPORTED BY AN R&D FUNDING PIPELINE**
- 4. AN INTENSIVE BUSINESS DEVELOPMENT INITIATIVE WITH A LOCAL FOCUS**

The land use plan also demonstrates that funding community contributions to GMP implementation can be achieved through tax and revenue anticipation financing, supported by a creative financing strategy.

Other important aspects of the GMP Implementation process are:

Organization: The community needs an implementing organization with both the resources and authority to undertake a comprehensive program. Such an organization requires a full-time staff, significant capability and expertise as well as the ability to accept fiduciary responsibility. The suggested approach is to pattern the organization after the one that manages Brooks City-Base (See Figure 1-1: Proposed Implementing Organization).

Agreement: The plan evaluates partnering mechanisms and recommends developing an agreed arrangement between the community and the military. Then it recommends seeking Congressional approval of the arrangement as well as congressional authorization of its implementation. A similar rationale is proposed for involvement of the Texas Legislature in approval and authorization. Where there is significant opportunity, as in the case at Fort Sam Houston, obtaining specific legislative and congressional authority are both necessary and appropriate steps to realizing the opportunity. The approach will also draw both the State of Texas and the United States Congress into implementation as advocates or at least as participants.

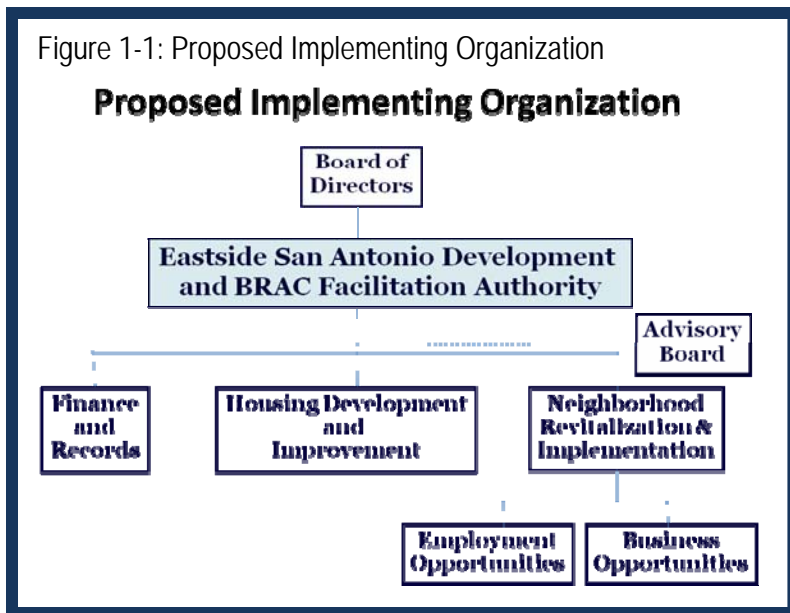
IF-THEN Development: An IF-THEN strategy is a concept whereby the overall goals of the GMP are presented to land owners, prospective developers and targeted business organizations. A deal is negotiated through which the community agrees to do certain things if the other participants will follow through with the proposed activity. This strategy permits the community to take the lead with the expectation that desired development will follow.

Comprehensive Coordinated Action: The Growth Management Plan sets forth a comprehensive program of coordinated action plans to address issues. It further recommends sustainment of the comprehensive action program in order to capture business opportunities and accomplish neighborhood transformation. None of the elements of the plan can be expected to succeed alone. Each element depends upon success of the others. This means that successful neighborhood revitalization requires two parallel tracks.

1. The first track focuses on a small footprint where all of the essential physical and quality of life factors can be addressed simultaneously.
2. The second track must address key elements of the comprehensive effort on a wider basis, expecting measurable progress rather than a definitive solution.

The following sections provide more detailed action plans addressing neighborhood revitalization, economic development, and the workforce.

Figure 1-1: Proposed Implementing Organization



SECTION 1

NEIGHBORHOOD REVITALIZATION ACTION PROGRAM

PRINCIPAL FINDINGS of the GMP:

1. The military and the community could benefit from considering a slightly larger footprint than the post at Fort Sam Houston.
2. The community can best support BRAC by looking beyond the physical needs of mission relocation to the military goals which BRAC supports. A principal goal is continual improvement which includes continually improving capability and results as well as continually reducing costs. This is a common goal of the private sector, strongly supported by private strategies, protocols and capabilities which the military can leverage.

RECOMMENDATION: The community and the military should form a working partnership to address immediate issues, with the partnership having a broad mandate to continue beyond 2011 in order to address excellence and continual improvement in Health Care, Health Care Education, Communications, Technology, Intelligence, and Security.

ESSENTIAL ELEMENTS of the excellence/continual improvement strategy are:

1. Management Leadership and a Workforce Geared to Excellence and Continual Improvement
2. Research and Development focused on Continual Improvement
3. A Dynamic Growing Economic Environment
4. An Excellent Work Environment with People-friendly Connections to an Excellent "Smart-Growth" Living Environment
 - Suggested Lead – San Antonio Office of Military Affairs
 - Suggested Time Frame – Begin as soon as practical
 - Suggested Funding Source – Federal OEA Planning Grant with a transition to City/County shared budget/activity to support a bridge to implementation and revenue from federal sources and creative financing to sustain partnership activities.

STATUS: This program has been briefed to City Management. Recommended funding has been proposed for the City budget for first and second year funding. A scope of work has been provided to OMA for a proposed grant to request first year matching funds.

1.0 INTRODUCTION

The core GMP strategy is to support excellence and continual improvement of BRAC functions and also support key Target Development Industries (TDIs) which support missions at Fort Sam Houston. The TDIs are Health Care, Health Care Education and Military Management which includes Communications, Technology, Intelligence and Security. Supporting Excellence requires:

1. Attracting leading scientists, medical doctors, managers and professionals to San Antonio and further, attracting many of them to live in neighborhoods near the post. Attraction of key leaders will require:
 - a. A significant pool of peers, which San Antonio can offer.
 - b. The potential for participation in challenging cutting edge activities. Here again, there are opportunities in San Antonio, and the GMP emphasizes enhancing those opportunities.
2. Opening a research and development funding pipeline that is linked to a positive mechanism for continually improving effectiveness and productivity in the TDIs.
3. Finally, creating an excellent working and living environment with good connectivity between the work place and the living space.

While San Antonio has a great deal to offer, the complex that the military is striving to create at Fort Sam Houston can best be supported and leveraged by a nearby smart-growth community that includes a strong and growing economic base and which is attractive to a quality workforce and connected to the work space by convenient and eco-friendly transportation. As a consequence, the GMP focuses on:

1. Enhancing the work environment and funding R&D activities in order to support continual improvement in Fort Sam Houston mission effectiveness and provide a “location advantage” to help create TDI job growth
2. Providing excellent living spaces in neighborhoods close to the post and the expanded work arena with excellent connectivity between the living and working spaces

Creating a growing economic base supported by a quality living environment on San Antonio's East Side, while also maintaining the character of the area and protecting the interests of existing residents will require significant comprehensive intervention. Such an intervention program includes consideration of: housing and the housing environment; education; public safety; and, economic growth. This action program includes a separate action plan for each of the foregoing elements of the program.

2.0 GETTING STARTED

Steps in creating the **Action Program Framework** are:

1. Create an entity to serve as a partner with the military;
2. Empower and direct that entity to craft a partnership with the military to address the three issues and capture the two opportunities outlined in the GMP.
3. Charge the entity with creating an intervention program in partnership with the Military aimed at:
 - a. Attracting persons to move with their BRAC job, and otherwise attract or develop and retain personnel vital to the success of the BRAC/TDI goals;

- b. Achieving an Excellence-Oriented, Connected Living/Working environment;
 - c. Providing a Strong Economic Base to Ensure the Viability of the Non-Military Partner;
 - d. Supporting military other relevant military goals/programs, such as the **University Access Online** Program;
4. Support the Partnership initiative by leading joint City/County/State/Federal creative financing initiative.

2.1 THE ENTITY

The entity that leads implementation must:

- a. Be able to attract private capital and manage and account for funds;
- b. Be able to move quickly, and work with the military to meet the mandatory timelines in BRAC Law;
- c. Be a forum for “deal making” involving owners of parcels off-post, the military as owner of the under-utilized federal property on-post, and/or developers and businesses that wish to locate on parcels near the post to engage in TDI related business. This includes the capacity to add value to the “deal” as required in order to ensure that it meets public goals;
- d. Stimulate and ensure the execution of the R&D pipeline and the transformation of results into a continuing economic advantage for San Antonio businesses in the TDI clusters;
- e. Advocate for local businesses and local residents in the neighborhoods around the post, to ensure that their interests are protected as the program goes forward.

The plan proposes that the city agency be an Authority modeled on the authorities that have managed the transformations of both Kelly and Brooks. State authorizing legislation for such an authority exists, but minor changes are proposed. To accelerate this process, the City could start with a non-profit corporation which would be converted to an authority once the state-law amendment has been passed. The necessary amendment to the State enabling legislation found in Paragraph 5.6 of Section 1 under the Housing Action Plan.

2.2 THE INTERVENTION PROGRAM

Such a program is described in the sections of the plan which follow. These sections address housing, education, public safety, connectivity and economic growth.

2.3 BUDGET AND FINANCE

There are six elements of the financial program, five of which are public with the sixth being private investment.

- 1. The first public revenue source is anticipated tax revenue, made available through Tax Increment Reinvestment Zones or (TIRZ). These zones are expected to be smaller than traditional TIRZ in San Antonio, with zones being focused on particular developments or development clusters. The TIRZ will principally fund the infrastructure investment such as streets and drainage.

2. The second public revenue source is revenue anticipation financing. San Antonio has a unique revenue source, which is a share of the profits from the wholly-owned private utility, CPS Energy. The plan recommends that anticipated revenue from growth in energy demand directly related to growth of TDIs (over and above the BRAC growth) be earmarked to fund public investment in improvements such as those in education, public safety and quality of life. This would involve issuance of revenue anticipation bonds. **A knowledgeable person who reviewed the draft report advises that there will be a significant political/policy challenge in earmarking this source of revenue.**
3. The third public revenue program would be patterned after successful programs in other cities, through which the community acts as an intermediary to reduce overall costs to individual participants. The three areas where such innovative intervention could occur are in: (1) Building and renovation loans and loan guarantees; (2) Insurance; and, (3) Building materials. The building materials program should include features such as arranging bulk-purchase discounts and demonstrating use of innovative lower-cost building materials and techniques.
4. A fourth proposed revenue source would be an innovative amendment to the application and use of presently authorized federal investment tax credits. The federal tax code presently allows such credits, but the credit goes to investors. A change is proposed, which would allow the proposed community organization to assure that the credit would benefit targeted “eligible” homeowners. This program is explained more fully in Paragraph 5.0 “Creative Financing” in Section 1 (page 14) of this action plan. The eligible homeowners would include:
 - a. Existing homeowners in the region
 - b. Employees of Fort Sam Houston and of supporting industries located in the targeted zone
 - c. Veterans and families of veterans
 - d. Law enforcement officers, and
 - e. Teachers, educators and employees of the San Antonio Independent School District or St. Philip’s College.

Federal legislation to authorize this concept, as a model, limited-life program, is provided in Paragraph 5.2 of Section 1 under the Housing Action Plan. The draft federal legislation has been reviewed by staff of several members of the Congressional delegation and the feedback has been positive.

Another principal source of funding would be private investment arranged through public-private partnerships and “deal-making” relationships with property owners, developers and businesses wishing to locate in the area. This would also open the door to the fifth source of public funding, which includes both city, State and Federal funding which is available to support relevant public goals such as housing improvement, job creation and environmental improvements and education and youth intervention programs.

Finally, the program would also look to other sources of funding, such as foundation grants for education improvements.

The initial two-year budget to kick off this program is estimated to be \$1.65 million, of which \$0.5 million is expected to be from a Federal Grant and \$1.15 million would need to be City funds, \$0.5 million the first year and \$0.65 million the second year. After the two-year start-up period, it is expected that the authority could operate on funds realized from program operations.

A separate action plan or program has been developed for each of the key elements of the comprehensive neighborhood revitalization program. The first of these begins on the next page. Again, it is worth cautioning the reader that such plans cannot stand alone. Each must be pursued on two parallel tracks: (1) As an overall East Side area initiative with expectations of progress rather than total success; and (2) as one element of a comprehensive effort focused on smaller areas, where the total program can be reasonably expected to succeed, and then to serve as an island from which the success can expand. Eventually these two tracks will extend success to the entire East Side area. Optimistically, the goals of overall success can be achieved within 5 years, but it may take longer. The rate of progress will be paced on the success of the economic growth initiative outlined in Section 2 of this appendix.

HOUSING ACTION PLAN

AN ELEMENT OF A COMPREHENSIVE NEIGHBORHOOD INTERVENTION PROGRAM

RECOMMENDATION: The Community the Military should cooperate in creating a connected living and working environment that supports mutual goals of excellence and continual improvement in Health Care, Health Care Education and Military Management at Fort Sam Houston.

- Suggested Lead – Office of Military Affairs
- Suggested Time Frame – Begin as soon as practical
- A Framework Action Plan follows

HOUSING ACTION PLAN CONTENTS

- 1.0 INTRODUCTION
- 2.0 SUPPORT FOR IMPROVEMENT OF EXISTING HOMES
- 3.0 INFILL HOUSING
- 4.0 NEW HOMES IN MIXED-USE CLUSTERS
- 5.0 CREATIVE FINANCING
 - 5.1 CONCEPT OUTLINE
 - 5.2 FEDERAL AUTHORIZING LEGISLATION
 - 5.3 USE OF MITC-DERIVED FUNDS
 - 5.4 THE EAST SIDE AUTHORITY
 - 5.5 DRAFT FEDERAL LEGISLATION
 - 5.6 STATE ENABLING LEGISLATION
 - 5.7 DRAFT STATE LEGISLATION
 - 5.8 THE HOUSING ENVIRONMENT
- 6.0 TIMING AND FUNDING

STATUS: This program has been briefed to City Management. Recommended funding has been proposed for the City budget for first and second year funding. A scope of work has been provided for a proposed grant to request first year matching funds.

1.0 INTRODUCTION

One key to the proposed long-term relationship with the Military at Fort Sam Houston is making Fort Sam Houston an “ideal place to live and work”. This is central to a goal of attracting and retaining a top-notch health care workforce for a ***center of excellence and continual improvement***. If Fort Sam Houston neighborhoods were an “ideal place to live,” that would go a long way toward making Fort Sam Houston an “ideal place to live and work.”

Housing is one of the building blocks of a comprehensive community revitalization initiative, and there are opportunities for improving the housing stock and providing new homes both on and off the post. In addition there are opportunities for making the new

and improved housing attractive to the Fort Sam Houston workforce and their families. A three-part housing program is proposed, including: (1) Restoration of existing housing stock as required; (2) Provision of new housing to fill vacant lots and replace derelict housing; and, (3) Creation of new multi-purpose clusters at strategic locations which support increased population density while preserving neighborhood character.

Elements of this three-part strategy include these actions:

1. Support property improvement for existing property owners who wish to improve their homes and continue living in them;
2. Provide a companion program for improving earning capacity for area residents;
3. Mitigate increased cost for residents who are not able to participate in a way that improves their income or their capacity to accommodate such cost;
4. Direct significant attention to preserving the nature of the neighborhood by building “compatible” infill housing within the neighborhood. Infill housing can eliminate vacant houses and vacant lots and also utilize other small over-looked parcels. There are many small parcels in the neighborhood, such as short sections of blocked-off streets, that could also accommodate compatible housing structures;
5. Provide significant numbers of new homes within carefully located clusters. The clusters must fit into the neighborhood to preserve that neighborhood’s overall character. The clusters must also include amenities and transportation links to Fort Sam Houston and to other employment or social centers;
6. Address public safety issues as outlined in the **PUBLIC SAFETY INTERVENTION ACTION PLAN** which follows;
7. Encourage maximum utilization of programs presently available to low income families and military personnel but avoid diverting or interfering with the focus of those programs on low income families and military families. Implementation of the GMP must involve creation of supplementary resources and support for working families in the community and incoming BRAC families;
8. Continually monitor, assess, correct and improve to ensure that all “revitalization program success factors” are achieving measurable results commensurate with the companion elements of the program. Provide periodic reports to community leaders and other stakeholders and support ongoing evaluation and performance improvement.

As indicated in item 7 above, in order to jump-start this initiative, a demonstration pilot program is recommended. The objective of the pilot program would be to improve, redevelop or create 5,000 homes within the East Side. This should include:

- a. Rebuilding or improving 3,000 existing homes,
- b. Constructing 1,000 new infill homes, and
- c. Building 1,000 new homes located within a denser multi-purpose cluster development.

The pilot housing program must be part of a comprehensive program which addresses all key elements outlined previously. The GMP recommends a creative financing initiative which is described subsequently, and which includes actions for securing funding. This section is an action plan for putting the funds to work in creating or improving existing homes.

2.0 SUPPORT FOR IMPROVEMENT OF EXISTING HOMES

This is an essential initiative for ensuring that existing homeowners can participate in the neighborhood revitalization program. Actions to take after the funding source has been established include:

1. **Establish the Program:** The program should provide types of assistance needed, ranging from a simple grant of funds to selection and management of contractor support for persons who are not able to manage their own improvement project;
2. **Select Small Businesses and Professional Support Contractors:** The support needed may range from engineering or architectural plans to specialized support assistance with plumbing or electrical wiring, or it could include providing a contractor to accomplish the entire program. This step involves selection of the suite of individuals and businesses who can be called upon as needed to meet the needs of participating homeowners;
3. **Establish Criteria and a mechanism for selecting participating homeowners.** The program will make resources and support available to homeowners who apply. This step involves establishing a protocol to prioritize and select applicants who will subsequently receive assistance and support;
4. **Open the program to homeowner applications.** This step involves making availability of support known to homeowners so that those who are interested can apply;
5. **Provide application assistance.** This step involves making the program policies and restrictions known to potential applicants, and then assisting those who wish to participate with the paperwork involved in doing so;
6. **Select homeowner participants.** This step involves actual selection of applicants for participation in accordance with criteria established at step 3 above;
7. **Provide support in accordance with homeowner needs.** This step involves implementation of the program with the
 - a. Grant of funds
 - b. Professional Support
 - c. Building Permits and Approvals
 - d. Training
 - e. Materials and Demonstrations

3.0 SUPPORT FOR INFILL HOUSING

This is an essential initiative for maintaining the character of existing neighborhoods and addressing public safety, which is related to the presence of vacant lots and derelict buildings. Actions to take after the funding source has been established include:

1. **Establish the Program:** The program should address all aspects of the need, from cooperation of removal of derelict homes to facilitation of permitting and other approvals.
2. **Select Small Businesses and Professional Support Contractors:** This will address the use of funds on behalf of the prospective future homeowner. Such funds may be treated as an advance to the builder, architect or others involved in the particular project, to be subsequently passed through to qualified buyers, or

refunded if the buyers turn out to be “not qualified.” There will also be provisions related to recapture of funds if a qualified owner moves before the 5-year qualification period has expired.

3. **Establish criteria and a mechanism for selecting participating homeowners:** The program will make resources and support available to builders, property owners or qualified “potential future homeowners” who apply. This step involves establishing a protocol to prioritize and select applicants who will subsequently receive assistance and support.
4. **Open the program to applications.** This step involves making the program availability known to homeowners so that those who are interested can apply.
5. **Provide application assistance.** This step involves making the program policies and restrictions known to potential applicants, and then assisting those who wish to participate with the paperwork involved in doing so.
6. **Select participants.** This step involves actual selection of applicants for participation in accordance with criteria established at step 3 above.
7. **Provide support in accordance with needs.** This step involves implementation of the program with the.
 - a. Grant of funds
 - b. Building Permits and Approvals
 - c. Training
 - d. Materials and Demonstrations

4.0 NEW HOMES IN MIXED-USE CLUSTERS

This is an essential initiative for significantly increasing the availability of housing that is within walking distance or is conveniently connected to work space at Fort Sam Houston, to facilities in the Health Care Business Park or to similar employment centers in Neighborhoods near the post. Actions to take after the funding source has been established include:

1. **Establish the Program:** The program should address all aspects of the need, from negotiation of an attractive “deal,” cooperation of removal of derelict homes to facilitation of permitting and other approvals;
2. **Select Developer of Record.** This will address the use of funds on behalf of the prospective future homeowner. Such funds may be treated as an advance to the builder, architect or others involved in the particular project, to be subsequently passed through to qualified buyers, or refunded if the buyers turn out to be “not qualified.” There will also be provisions related to recapture of funds if a qualified owner moves before the 5-year qualification period has expired;
3. **Negotiate a Development Package** including Public Participation and the Extent of Public Contribution in an IF-THEN scenario;
4. **Implement the Agreed "If" Package** from the IF-THEN scenario;
5. **Monitor Completion and Meet Fiduciary Responsibilities;**
6. **Monitor Sales/Occupation of Property re Eligibility and Cost Recovery.**

5.0 CREATIVE FINANCING

5.1 CONCEPT OUTLINE

This GMP proposes creation of a Transferable Investment Tax Credit (TITC). The transferable credit would be created through a demonstration program, to address housing needs of the military Base Realignment and Closure program at Fort Sam Houston and support revitalization of distressed Fort Sam Houston neighborhoods. The demonstration would involve modification of an existing tax credit authority:

1. For a limited time;
2. For use exclusively within the designated area, and
3. For the benefit of eligible parties.

The modification would ensure that substantially all of the benefits of available tax credits would flow through to eligible persons who have committed to own and occupy refurbished or new residences within the designated Fort Sam Houston neighborhoods. The MITC would directly encourage redevelopment of the East Side District (as established to support the creative financing program) because it is a real-property asset owned by present and future homeowners within the district, who can claim that asset by improving their residence or by purchasing and living in property created or improved by others.

Eligible persons include those: (1) Military personnel stationed at Fort Sam Houston; (2) Civilians working for the military or for a military support contractor at Fort Sam Houston; (3) Persons working in a designated Targeted Development Industry that is located within the designated area around Fort Sam Houston; (4) Law enforcement officers; (5) Veterans of the military or the national guard or spouses of deceased veterans of either the military or the national guard, who died of duty-related causes; and, (6) Educators and employees of St. Philip's College as well as of the school districts that serve neighborhoods around Fort Sam Houston.

The GMP proposes that an organization would be created by the City of San Antonio, as authorized by State Law, to administer the program. This agency would be able to:

1. Issue credits on behalf of eligible parties;
2. Transfer those credits to investors;
3. Provide the resulting income to eligible parties, either directly or through a developer, home builder or remodeling contractor.

The organization would also be able to invest credits, to a limited extent, in infrastructure or programs deemed essential to the success of the overall BRAC Housing program. Such funding could be utilized to provide features that might normally be created through public financing based on the value of improved property.

At the conclusion of the demonstration, an evaluation would recommend whether the demonstration were successful, and if so, whether Congress should consider either continuation of that program in San Antonio or should consider a broader application.

5.2 FEDERAL AUTHORIZING LEGISLATION

The Growth Management Plan recommends that City of San Antonio seek legislative authorization to establish:

1. A pilot demonstration program supported by a newly created Federal Transferable Investment Tax Credit (TITC).
2. The East San Antonio Military Housing Development Partnership and BRAC Support Authority (Authority) which would manage the credits as well as implementation of the resulting redevelopment program. The East Side Authority is an organization to be created by the City of San Antonio under authority granted by the State of Texas. The model is that used for Brooks City-Base, which is a State entity with powers as enumerated in State-enabling legislation. The purposes include urban redevelopment and facilitation of Department of Defense Base Realignment and Closure (BRAC) activity within an area designated by the City.
3. An East San Antonio Military Housing Development Partnership and BRAC Support District (East Side District) is a district to be designated by the City within which the Authority would have jurisdiction and within which credits could be used under the recommended pilot program. The proposed area is that portion of the City of San Antonio which lies south of Rittiman Road, east of Broadway and Interstate 37, west of Interstate 410 and north of Interstate 10.

The text of the proposed legislation is included in Paragraph 5.5 which follows.

5.3 USE OF MITC DERIVED FUNDS

The funds could be used for:

1. Direct payments to existing homeowners or direct assistance through contracts entered into on behalf of existing homeowners, who wish to restore their existing house. Direct payments or contract assistance could include, as appropriate, assistance with architectural or engineering design, historic property approval, zoning and/or building permit approvals, and plumbing, electrical, foundation, structural, or other necessary services. Payments or assistance would be limited to: (1) 10% for investment within the East Side District; (2) An additional 10% for that portion of an investment in restoration of historic property; and (3) the eligible percentage under provisions of Federal Law for investment in energy efficiency or other such programs for which Congress grants such credits.
2. Direct payments to existing property owners or direct assistance to construction contractors to build new infill-housing on approved sites, where the housing was also determined by the East Side Authority to be compatible with the character of the neighborhood and where the entire benefit of the MITC investment was passed through to an eligible homeowner. This is consistent with the idea that the homebuilder would not be subsidized directly by the MITC; however the builder could expect homes to sell quickly due to the lower cost realized from application of the MITC toward a reduction in the purchase price. In effect, the MITC payment would be treated like an initial deposit toward the cost of a custom home. The Authority would also provide other benefits to small builders, such as arranging with suppliers to offer bulk purchase prices for building materials and developing and demonstrating the use of efficient building materials and practices.

3. Advance of funds or direct assistance contracts for construction of mixed-use properties that would provide greater numbers of homes in an attractive setting, targeted specifically at attracting the incoming military workforce. Again, the MITC benefits would be used to assist with the project financing, but would be passed-through 100 percent to home buyers. The builder and the Authority would develop a schedule in advance that showed the precise amount of pass-through credit available to the future purchaser of each housing unit.
4. Investment in infrastructure or programs deemed essential to the success of the overall BRAC Housing program, including creation of features that might appropriately be funded through public tax or revenue anticipation financing.

The TITC is intended to directly benefit targeted present and future residents of the East San Antonio District while also attracting private-sector capital and stimulating construction of housing and other improvements needed to facilitate expansion at Fort Sam Houston in accordance with BRAC decisions. The Innovative Financing Strategy:

1. Allocates the increase in home value arising from investment of the TITC to homeowners who wish to live in the homes;
2. Directs significant attention to preserving the nature of the neighborhood by building “compatible” infill housing within the neighborhood, eliminating derelict houses, and building on vacant lots and other small, over-looked parcels that can accommodate single family homes or compatible multi-family structures;
3. Provides significant numbers of new homes within carefully located clusters that fit into the neighborhood to preserve the overall character of the community, and which also include amenities as well as eco-friendly transportation links to Fort Sam Houston and other employment or social centers;
4. Addresses public safety by encouraging law enforcement personnel to move into the area and live there along with the veterans and employees of the Post, TDIs and local schools. Having law enforcement personnel move into a neighborhood is a tactic that has been used somewhat successfully in San Antonio.
5. Takes maximum advantage of other programs that are presently available to the region, while creating supplementary resources and support for both working families in the community and new incoming BRAC families.

The goal of the program is to create 2,500 new or restored housing units within the East San Antonio District within the five-year demonstration period, and if determined to be a success, then continue to complete an additional 2,500 homes during an extended period.

5.4 THE EAST SIDE AUTHORITY

Formally named the **“East San Antonio Military Housing Development Partnership and BRAC Support Authority”** the East Side Authority will be the implementing agency for the Growth Management Plan. The mission of the Authority will be to realize for military/civilian partnership the goals identified in the GMP, as modified by the partnership agreement. With regard to redevelopment, the goal will be to make neighborhoods near the post competitive with the areas north of the City as attractive places to live and work. With regard to housing, the goals are to provide an attractive array of refurbished, historic, new infill and new cluster housing that is safe, convenient,

price competitive and that is also supported by an array life-style attractions and conveniences. Nearby safe and desirable housing that is supported by good schools, shopping and other conveniences will attract many because proximity to work yields both time and cost savings. Encouraging BRAC families to locate close to the post will also provide community benefits through reduced vehicle miles traveled – a key statistic related to air pollution, global warming, energy consumption and traumatic vehicle accidents.

The East Side Authority would represent present and prospective future homeowners in several ways:

1. Market the TITCs, which are valuable transferable properties, to investors. The TITCs will be structured to provide immediate tax savings in excess of the investment cost, and thus are expected to be attractive to potential investors.
2. As necessary, help present and future homeowners effectively deploy and leverage the TITC proceeds.

To accomplish the latter goal, the pilot demonstration program would have several features which translate into the following additional responsibilities for the East Side Authority:

1. Provide due diligence to ensure the proper use of funds raised through the sale of the credits;
2. Ensure that new homes created under this program are made available to eligible participants; that the TITC funded portion of the cost of any home purchased by such an eligible person is passed through to the eligible person, or refunded to the authority in any case where the home is purchased and/or occupied by an ineligible person;
3. Ensure the availability of affordable insurance and ensure that all properties involved in the program are appropriately covered by insurance;
4. Provide advisory assistance to homeowners for helping them to meet structural, architectural, safety, compatible building design, historic property, zoning, permitting and other requirements;
5. Ensure that each new home and each home improvement conforms to all applicable development, permitting, building code, and other requirements, and that each improvement produces increased housing value that is at least commensurate with the value of the TITC utilized in implementing that improvement;
6. Ensure that homes and/or home improvements are completed within 18 months of the investment for single-family homes and 36 months of the investment for multipurpose cluster units;
7. Arrange for an independent third party audit of the value created through this program, and publish an annual report on the performance of this pilot demonstration program;
8. Recapture a proportion of the TITC from any person who fails to maintain the home in their ownership as their principal residence during the first five year period, for a reason other than a military transfer. The portion of TITC recaptured would be equal to the fraction of the five year period remaining at the time of the move. This requirement could be waived by the Authority upon finding a

- legitimate hardship, such as a critical illness which has led to a requirement to sell the house to pay medical or disability care costs;
9. Ensure that property owners within the East Side District are aware of the availability of the tax credit amount for investment in their property;
 10. Support homeowners by ensuring that individual improvement projects or new home construction projects are properly planned, that all needed permits are obtained, all required inspections are made, and that all required building, historic property and/or other applicable approvals are obtained;
 11. Ensure fair and equal access to funding made available under this pilot program;
 12. Ensure that all property improvements are documented and documentation is properly filed with the county records office;
 13. Encourage the use of green housing materials, establish wholesale purchase arrangements and otherwise support improvement in property value;
 14. Coordinate with City, County, Regional and State agencies to ensure that public works and infrastructure needs are included in the plans and programs of those agencies, including partnering to achieve improvements that are of critical importance to neighborhood revitalization and BRAC implementation;
 15. Assist homeowners to further their vocational or professional careers. This assistance may include coordination and advisory services to facilitate training, secure financial support for education, and achieve job placement;
 16. Coordinate with City, County and other agency initiatives aimed at economic development in the region to establish the Health Care District near SAMMC-N and then identify and stimulate development of business opportunities for the District and for small business on the East Side.

5.5 DRAFT FEDERAL LEGISLATION

This amendment will be known as the San Antonio BRAC Support and Military Community Revitalization Demonstration Act. The purpose of this amendment is to demonstrate the value of modifying existing tax credit authority to ensure that credits available for creation or improvement of targeted homes flow through to eligible individuals who have agreed to live in the targeted homes as their principal residence for a period of at least five years, and to define the targeted homes, eligible individuals and the means of assuring conformance with requirements of the demonstration.

26 USC, Subtitle A, Chapter 1, Subchapter A, Part IV, Subpart E, Sec. 47 is amended by adding a new Subsection (e), Demonstration Program.

(e) There is hereby created a Transferable Investment Tax Credit (TITC) demonstration program, which shall be exclusively available within the **East San Antonio Military Housing Development Partnership and BRAC Support District** (District) established by the City of San Antonio, Texas in accordance with provisions of Texas State Law and this subsection, for use by **East San Antonio Military Housing Development Partnership and BRAC Support Authority** (Authority) also established by the City of San Antonio in accordance with this subsection. Credits shall be issued by the authority established in accordance with provisions of this subsection.

- (1) The Authority is hereby authorized to issue TITC certificates with a denomination of \$1,000 which shall be accepted by the Internal Revenue Service at face value as payment of the holder's tax liability.
- (2) The TITC certificates shall be available on or after January 1, 2009 and shall be used on or before December 31, 2013. Any unused TITC certificates shall expire upon first being recognized as a credit against federal income tax due, or on December 31, 2014.
 - (a) TITC certificates may be issued by the Authority and sold to investors at a discount, not to exceed 10% of the face value.
- (3) The Authority may use the proceeds of the sale of TITC certificates:
 - (a) To provide a grant of funds to accomplish home improvements or otherwise invest in or undertake directly or by contract on the behalf of existing homeowners to provide improvements in existing housing within the district in an amount which:
 - (i) Is necessary and proper to implement the needed home improvements;
 - (ii) Does not exceed 10% of the fair market value of the home or residential facility being improved, including the value of such improvements
 - (iii) For historic properties, the maximum amount of loan, grant or investment may be increased to 20% of the fair market value of the property when the owner agrees to implement the improvements in accordance with Historic Property guidelines of the City of San Antonio;
 - (iv) The maximum value of loan, grant or investment may be further increased by an amount equal to the value of energy or other tax credits which are now available, or which may become available over the period between the date of passage of this act and December 31, 2012, including energy and other comparable tax credits, and
 - (v) Homeowner participation in such a home improvement program shall be voluntary, and under no circumstances shall the Authority undertake to improve a home where such improvements are not desired by the homeowner, except that this limitation shall not apply in instances where a home has been condemned by a legitimate local government authority.
 - (b) To provide an advance of funds to homebuilders who elect to build one or more infill residential units, where each of the following conditions is met:
 - (i) The advance is made to support construction of needed housing and is consistent with the goals of the San Antonio Fort Sam Houston Growth Management Plan;
 - (ii) The advance shall be passed-through to eligible home buyers upon the initial sale of the housing unit,
 - (iii) The advance will not exceed 10% of the fair market value of the completed residential units, with fair market value established by the Authority upon advice of independent appraisal, prior to award of the advance, with the advance subject to adjustment at the time of sale to reflect the actual home market price as determined without regard to the TITC discount to the buyer;
 - (iv) The new home will replace an existing home that has been abandoned or has been condemned, will be built on a vacant lot or will be built on underutilized property that is developable as determined by the Authority;
 - (v) The property is within the District;

- (vi) Design and placement of the home on the property is consistent with the neighborhood and other plans and zoning for the area that have been formally adopted by the City of San Antonio, consistent with the overall architectural style of the area and consistent with the type of housing stock in the neighborhood, as determined by the Authority;
 - (vii) The homebuilder has certified that the advance will be passed-through to eligible buyers in the form of a discount to be deducted from the fair market value of the home, where the buyer is an eligible person as defined herein, and the eligible buyer agrees to live in the home as his or her primary residence for a minimum period of five years;
 - (viii) The builder has provided a legally binding arrangement for a refund to be delivered to the authority at, or prior to closing in the event the home is sold to a 'non-qualifying' buyer.
- (c) To provide an advance of funds to developers of mixed-use properties that provide from 50 to 500 or more housing units in an attractive setting. The TITC benefits may be used to assist with project financing where the project conforms to each of the following:
- (i) The advance is made to support construction of needed housing and is consistent with the goals of the San Antonio Fort Sam Houston Growth Management Plan;
 - (ii) The advance shall be passed-through to eligible home buyers upon the initial sale of each housing unit;
 - (iii) The advance will not exceed 10% of the fair market value of the housing unit as completed, plus an amount not to exceed 20% of any additional features which the Authority finds, are essential to:
 - (A) Successful redevelopment of the military/civilian community in the District, or
 - (B) Support of BRAC implementation.
 - (iv) The maximum eligible value has been determined by the Authority prior to award of the advance, and includes a schedule showing the amount of credit available to a qualified buyer for each dwelling unit at the time of sale;
 - (v) The design and placement of the development is consistent with the overall development plan for the area, and consistent with the needs of BRAC implementation;
 - (vi) The buyer who will receive the pass-through credit must be an eligible person as defined in subpart G of this subsection, who has agreed to live in the home as his or her primary residence for a period of at least five years;
 - (vii) The developer has made provisions such that, in the event a dwelling unit is sold to other than an eligible buyer, the developer will promptly refund the amount of the advance identified as pertaining to that unit to the Authority on or before the closing date of the sale; and
 - (viii) The Authority has officially recorded a legally binding obligation against each dwelling unit, which may be waived for eligible buyers, but which will ensure that the funds are repaid to the Authority in the proper amount at the time of closing in the event that the housing unit is sold to someone other than an eligible buyer, and that a proportionate share of the funds are

refunded to the Authority if the residence is sold within five years after closure of the initial sale.

- (d) To pay the costs of operation of the Authority in an amount not to exceed 10% of the total value of TITCs issued by the Authority;
- (4) In order to be eligible for the issuance and use of the TITCs authorized in this section, the City of San Antonio will cause to be established the East San Antonio Military Housing Development Partnership and BRAC Support District. The District shall encompass that area generally east of Interstate 37 and Broadway, generally south of the Northern Boundary of Fort Sam Houston, Generally West of Interstate 410 and Generally North of Interstate 10. Properties within this district shall be eligible for inclusion in the pilot demonstration program.
- (5) In order to be eligible for the issuance and use of the TITCs authorized in this section, the City of San Antonio shall establish the East San Antonio Military Housing Development Partnership and BRAC Facilitation Authority:

State legislation set forth in Paragraph 5.7 of this Section would satisfy this clause in the federal statute

 - (a) The Authority shall establish a protocol for owners, builders and developers to nominate properties within the district for the program, and the Authority shall accept those properties that are within the District and are deemed necessary to provide military housing, support neighborhood revitalization and/or support BRAC implementation.
- (6) Should there be a difference between the Authority determination of fair market value and the fair market value determined by a qualified homeowner, builder or developer, the difference will be resolved by arbitration, with a three-member arbitrator panel. One arbitrator shall be selected by the builder, one by the Authority and the third shall be selected by the district's City Council representative. Each party shall submit information supporting its determination of fair market value. The arbitration panel will review the information and make a finding. The finding of the arbitration panel shall be final; and
- (7) The Authority shall use its best efforts to insure that the investment, together with any additional funding which may be available through other programs, are invested effectively and leveraged to obtain the greatest value for the total investment in the new or improved dwelling units.
- (8) Investors in a TITC may claim the face amount of the TITC against their ordinary Federal tax liability, including offsetting any estimated tax payments due on or after the date of purchase of the TITC. As a consequence of investing in TITCs:
 - (a) Use of one or more TITCs shall not be interpreted as creating a tax shelter, even if used to the extent of off-setting the investor's total tax liability for a specific time period.
 - (b) One or more TITCs may be applied at face value as an off-set to federal ordinary income, capital gains, or alternate minimum tax liability, but use of the MITC shall have no consequence in determining whether or not the taxpayer is liable for payment of the alternative minimum tax.
- (9) Persons eligible to receive TITC shall include:
 - (a) East Side District homeowners, who commit to live in the property as their principal residence, apply for the TITC, are approved by the Director of the

Authority, and who agree to complete improvements in conformance with existing plans and zoning requirements for the neighborhood in which they reside.

- (b) Fort Sam Houston military personnel or civilian employees, including contract employees, who elect to live in the district and commit to live in the housing unit as their principal residence for a period of five years;
- (c) Employees of Industries designated by the Authority as Targeted Development Industries, with jobs located within the district, who choose to live in the district for a period of five years;
- (d) Individuals who are members of the San Antonio Police Department, or The San Antonio Fire Department, The Bexar County Sheriff's Department and any other San Antonio or Bexar County law enforcement officers.
- (e) Individuals who are Disabled Veterans or the Spouses of military persons who have died while on active duty or as a result of service-related injuries.
- (f) Teachers who teach in schools, community colleges or universities located within the district and employees of schools, colleges or universities in the district.

5.6 STATE ENABLING LEGISLATION

The City of San Antonio has undertaken two major BRAC-related programs. One was the acceptance of Kelly Air Force Base and transformation of that base first into the Kelly USA industrial park and subsequently into the Port of San Antonio. The second major initiative was creation of Brooks City-Base. In the case of Kelly, the City initially used a non-profit corporation, which was later transformed into a State Chartered Authority. The legislation used at Kelly was subsequently modified to create the Authority that has managed transformation of Brooks City-Base. With both Kelly and Brooks, the Authority has managed property on a former military base. With Fort Sam Houston, a similar presence is required; however, at Fort Sam Houston some property is on the post and some is in either public or private ownership outside the post boundaries. Thus, while the Authority will need to be able to participate in large-scale development, it will often play more of a deal-making and facilitation role. Key steps are creation of an arrangement which will make development of adjoining or closely related on-post and off-post properties attractive, and then arranging "deals" with the owners and/or developers that represent the owners of private parcels. Often the deal will then be managed by the private developer with the community role being one of contributing toward infrastructure and amenities which entice attainment of public, military and community goals. While the authority exists in State law to create an Authority, it is deemed appropriate to seek specific legislative authorization of and support for the proposed strategy. Draft State Legislation is provided in the next section.

5.7 DRAFT STATE LEGISLATION

This is an amendment to Section 379B of the Texas Local Government Code relating to defense adjustment management authorities.

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF TEXAS:

This act will be known as the San Antonio, Fort Sam Houston BRAC Facilitation and Community Redevelopment Act.

Section 1. Paragraph 379B.001 is amended by adding a new Subsection (4), and renumbering Sections (4) through (6) as Sections (5) through (7), inserting a new Section (4) to read as follows:

(4) "Proximate property" means property within a zone designated by the municipality for revitalization and for implementation of base efficiency projects in support of the implementation of BRAC realignments.

The second sentence of Section § 379B.002 is amended by adding "and proximate" after the word *base* and before the word *property*, to read:

The resolution must include a legal description of the base and proximate property.

The third sentence of Section § 379B.002 is changed by striking the word *base* and inserting the word *proximate*, to read:

On adoption of the resolution, the authority is established as a special district and political subdivision of this state, with a boundary coterminous with the proximate base property described in the resolution.

Section § 379B.003 is amended by adding the four sections to confer upon the Authority the following specifically recognized powers:

(24) issue, franchise and market "Transferable Investment Tax Credit (TITC) certificates as authorized by participation in a Federally authorized "San Antonio BRAC Support and Military Community Revitalization Demonstration;"

(25) support remodeling or construction of housing and implement other programs which are found to be necessary in support of either BRAC implementation or community revitalization within the boundary of the designated proximate property;

(26) support manpower training and/or small business development efforts consistent with the overarching goals of community revitalization and facilitation of BRAC implementation;

(27) coordinate efforts between military programs at Fort Sam Houston and related programs at Camp Bullis or Lackland Air Force Base or elsewhere with civilian bioscience, health, education and other related sectors.

5.8 THE HOUSING ENVIRONMENT

The Goal of the GMP is for housing near the base to be safe and affordable, but to also be competitive with other areas in the San Antonio area as an attractive place for people to live. If the housing is competitive, the short commute and potential cost savings will encourage many Fort Sam Houston and related TDI workers to choose the neighborhoods around Fort Sam Houston as the place for them and their families to live.

Advice from the Delphi Review was “Do not ignore the Gorilla in the Room!” Thus this Action Plan contains elements aimed at public safety, crime and mobility which are the “gorilla” issues. However, in addition to such issues, the plan needs to address factors such as parks and open space, youth facilities, access to arts and performances and basics. Basics mean access to grocery stores, barber and beauty shops, clothing stores, movie theaters, and the variety of everyday shopping and recreational activities.

In addition to that, there needs to be connectivity which allows others to access amenities in the community which make it viable. This includes the variety of small shops, restaurants, service stations and playhouses which depend upon traffic in addition to neighborhood trade for customers.

Unique features of the area could become area-wide if not national attractions. Fort Sam Houston itself is a magnet for persons interested in military history. The neighborhoods represent an ideal place to showcase black history in both the military and the railroad building era of the country. These are also remnants of the history of San Antonio and Texas.

Thus, the neighborhood revitalization needs to include attraction of basics and the development and marketing of the region’s environmental, cultural and historic resources. The basics are incorporated into the master plan of the GMP. This section addresses development of the region’s environmental, cultural and historic resources.

5.8.1 ENVIRONMENTAL RESOURCES

1. Develop the Salado Creek Greenway
2. Expand the John James Park by adding underutilized post property
3. Work with the San Antonio Parks Department to include planned park improvements
4. Work with neighborhoods to plan and implement neighborhood parks, youth and/or other improvements that address park, recreation and youth activity needs
5. Work with neighborhoods to provide signage design, view corridors and other attributes which “establish and convey a sense of place”
6. Support essential improvements for arts and entertainment
7. Complete planned bicycle ways
8. Establish the Salado Creek Equestrian Way

5.8.2 CULTURAL AND HISTORIC RESOURCES

1. Establish a San Antonio East Side Community Center
2. Establish a Black History Museum at the Community Center
 - A. Link the Black History Museum to the Post Museum and other San Antonio historic areas and museums to provide a sense of San Antonio, military, Texas and railroad history
3. Establish the Central Graveyard as an attractive destination for persons interested in history and provide a guide map to historic burial sites with brief narrative about the site history
4. Develop the resources at Cunningham Park on the southeast boundary of a westerly extension of the Post, which includes the old Playland Park and an adjoining underutilized area on the post. These resources include sections of the Acacia Madre as well as the Burial Site of Pat, the Army's last cavalry horse.
5. Develop a directory of historic homes, educational, religious and other features in the region, provide assistance in restoring them as historic properties and provide a guide to the properties with a map and a brief description of the history of each property
 - A. Provide assistance in restoring the historic properties and documenting their significance
 - B. Develop monuments to historic events and include those sites on the tour.

6.0 TIMING AND FUNDING

Means of funding this program have been presented in Paragraph 2.3. A six-part program includes: (1) Tax Increment Reinvestment Zones; (2) Energy Revenue anticipation bonds; (3) Creative Financing as outlined in Paragraph 5.4; (4) Use of loan, guarantee and insurance or guarantee initiatives; (5) Technical and other support ; and (6) Leveraging Private Sector Investment. The pace of progress is dependent upon:

1. Realization of growth in the economic base upon which the tax and revenue anticipation financing will depend;
2. Success in developing an agreement with the Military, which will lead to much of the potential increase in real estate value;
3. Success in negotiating the **IF-THEN** implementation strategies for multi-use real estate development

The GMP recommends emphasizing use of funds from various sources in traditional ways, with some flexibility. The matching of sources and uses would be:

- | | |
|----------------------------------|--|
| • Tax Increment Funds | • Infrastructure Improvements |
| • Revenue Increment Funds | • Safety, Education and QoL Improvements |
| • Creative Financing (TITC) Fund | • Housing Improvements |
| • Other Community Funds | • Supporting Programs |

With such a funding scenario, two parallel tracks are proposed. One is an area-wide pursuit of elements of the strategy, such as improvement in education, or improvements in public safety, with expectations of progress, rather than immediate overall success.

In parallel, individual parcels can be developed in a comprehensive way, which results in “islands of success” which can then be expanded until the boundaries of these islands encompass the entire East Side. The islands approach will be led by an IF-THEN strategy. With such a strategy, infrastructure improvements will lead the implementation process, and these must be related to an economic success story which will then provide assurance of the tax base to support tax anticipation financing for such improvements. Thus, the GMP places considerable emphasis on the road map for successful economic development.

The timing of the overall program has been illustrated in the Introduction, Paragraph 1.0 of this section. Key milestones to be achieved in the first two years are:

- (1) Establish the organization;
- (2) Achieve agreement with the military;
- (3) Establish a health care vacancy response program;
- (4) Kick off the San Antonio East Side Education Excellence Program;
- (5) Kick off the Cooperative Police Initiative;
- (6) Implement the first mixed-use development;
- (7) Establish the Health Care Development Zone;
- (8) Host the first Health Care Conference in San Antonio; and
- (9) Establish a permanent military/civilian health care education coordination forum in San Antonio.

SAN ANTONIO EAST SIDE EDUCATION ACTION PROGRAM

AN ELEMENT OF A COMPREHENSIVE NEIGHBORHOOD INTERVENTION PROGRAM

RECOMMENDATION: The Community, the Military, St. Philip's College and the San Antonio Independent School District should cooperate with others to create a Center of Excellence in Education

- Suggested Lead – St. Philip's College
- Suggested Time Frame – Begin as soon as practical
- A Framework Action Plan follows

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STATUS: The program outlined in this Appendix has been reviewed with the leadership of St. Philip's College as it was developed. College leadership has, in turn, discussed elements of the proposed program with local school districts and City leaders. The college and the District 2 City Councilwoman have proposed formation of a Task Force to consider the recommendations in this action plan. The initial task force organizational meeting was held on August 27, 2008. As a result, a BRAC Education Task Force subcommittee has been added to the Military Transformation Task Force.

1.0 OVERVIEW

A general review of education in San Antonio is beyond the scope of the San Antonio-Fort Sam Houston Growth Management Plan (GMP). However, the GMP recommends that the City of San Antonio should partner with the military to develop a Significant Comprehensive Intervention Program (SCIP). This program will be a key factor permitting the partnership to develop, attract and retain a world-class workforce in the fields of: (1) Health care; (2) Health care education; and (3) Management support, including technology, communications, intelligence and security. A quality workforce will expect: (1) A “best place to work” work-environment; (2) a great living-environment with a variety of lifestyle choices; and, (3) Excellent connectivity between the workplace and the chosen living space. Thus, the SCIP seeks to create excellent working and living conditions supported by excellent connectivity. In addition, the SCIP seeks to ensure that the Fort Sam neighborhoods are very competitive with other desirable living areas in San Antonio. To be competitive as a desirable living area, workers and their families must have access to schools which meet very high standards and expectations. This appendix presents a five-element, framework-level Action Program to address this challenge. Elements of the San Antonio East Side Education Action Program are:

Education Excellence

- K-12 Education – Teaching/learning improvement projects and strategies
- A collaborative initiative to leverage technology and resources in order to continually improve college-level health care education

Career Ladders in Health Care and Health Care Education

- Utilizing a “2+2+2” Program for the Biosciences and Health Care Academy. This program allows students who take certain classes in high schools and/or community colleges to obtain credit hours at participating colleges and universities in the area
- A Health Care Magnet School

University without Walls

- Linking San Antonio-based colleges and universities in a collaborative agreement to jointly support the Army **University Access Online** Program

Continual Improvement in Health Care Education

- An annual Health Care Education Planning, Reporting and Deployment (PRD) Conference

Community Revitalization

- A campus-centered community revitalization Initiative

St. Philip's College (SPC) has been nominated to lead this Action Initiative. Located in the heart of East San Antonio, SPC is among the oldest and most diverse community colleges in the nation and one of the fastest growing in Texas. A Historically Black College and Hispanic Serving Institution with a semester enrollment of over 10,000 credit students and more than 5,000 continuing education students, St. Philip's College is meeting the educational needs of San Antonio's growing and diverse community. The college is a multi-campus institution within the Alamo Community College System.

2.0 EXCELLENCE IN EDUCATION

2.1 K-12 TEACHING/LEARNING IMPROVEMENT PROJECT OR STRATEGY (TIPS)

Excellence-oriented families with school-aged children will have very high standards and expectations for schools that their children will attend. This action plan has been formulated to address such expectations. The recommended approach is for St. Philip's College (SPC) to partner with the community, the military and the San Antonio Independent School District (SAISD) to pursue the program outlined in this section. The goal is to attract families by offering access to quality education for children in grades from kindergarten through the community college level, with ladders leading to higher education. The educational opportunities should also be open to children of civilian families residing in neighborhoods near the post.

The Action Plan for creating Excellence in Education should have the following attributes:

1. Led by St. Philips College and managed jointly by the college and the San Antonio Independent School District (SAISD).
2. Located in a designated Charter School within the SAISD.
3. Allow teachers at the designated SAISD Charter School to be automatically selected for participation in the program as one of three participants for each grade-level. One of three participants will be a SAISD teacher who normally teaches that grade-level and the other two will be chosen as described in number 8 below.
4. Allow each teacher from the Charter School to serve on the selection panel for choosing the two participating teachers for his or her class.
5. Allow each teacher at the Charter School to share duties with an "Empowered Excellence Team" (EET) established for his or her class (a team for each class)
6. The EET will have three shared duties, with each team member performing each of the duties on a job-sharing basis. The duties are to:
 - Teach a designated class;
 - Participate in an educational experience and receive continuing education credit; and,
 - Develop and demonstrate a cooperative teaching/learning Improvement Project or Strategy (TIPS).
7. The program will be announced via a "Notice of Opportunity" that is widely distributed to schools and Teachers Associations across the United States.
8. A Selection Committee will select the two additional teachers for each class (to form the EET at the charter school) on the basis of a national competition.
9. Set forth in the Notice of the national competition the names of the selection panel, rules for submitting proposals and selection criteria for the current year. After the first year, each notice will also include a brief description of past winning Teaching/Learning Improvement Projects or Strategies (TIPS).

10. Invite each teacher who wishes to be considered for participation to submit a proposal outlining his or her proposed TIPS. Two teachers will be selected by a panel of judges for each class.
11. Set forth selection factors, to include (among others factors selected and published with the notice of opportunity) a synergy among the two TIPS submitted by the teachers selected for a given class. The goal of this strategy is to create a three-party team that can jointly teach, pursue a continuing education goal and implement a single integrated TIP.
12. Make available the latest teaching tools, including computer based tools linked to broadband high definition television, simulation and physical models and access to experts in curriculum design and presentation using such tools.
13. Embrace as a goal, the empowerment of teachers to teach on their own terms, with access to the latest available technology and with an opportunity to interface with peers in setting their goals and demonstrating their ideas for improving the educational experiences and outcomes.
14. Include as a second goal, the transfer of lessons learned and demonstrated successes into practice within the classrooms of the SAISD.
15. Include as a third goal, continual evaluation of performance as enhanced by the TIPS, and where TIPS can be shown to lead to actual improvement in teaching/learning experiences for students, then make those successful TIPS available to schools across the United States.
16. Transfer TIPS to other school districts through a program at St. Philips including the following:
 - A program of Continuing Education for Teachers, wherein the past TIPS are presented as a core element of the curriculum, together with information on and training in use of TIP strategies and supporting systems.
 - A program of education for school administrators based on quality principles and specifically designed around empowerment of teachers in the classroom and continual measurement and improvement of performance.
 - An outreach program to other community colleges, to assist them in establishing both the Teacher Continuing Education program and the Teacher Empowerment Program for School Administrators at their Community College.

2.2 LEVERAGING TECHNOLOGY

One issue with BRAC is that many of the incoming positions may be vacant, and they may also be hard to fill as a result of shortages in key labor categories, including: (1) Health Care; (2) Health Care Education; (3) Communications; (4) Technology; (5) Intelligence and (6) Security. The suggestion is a focused consideration of technology to extend the capability of teaching resources with two goals. The first goal would be to alleviate the potential shortage in Health Care Education personnel. The second goal would be to lay the groundwork for supporting the Army ***University Access Online Program***.

For the first goal, extending teacher capacity, there are at least three areas to consider:

2.2.1 COORDINATION OF CLINICAL TRAINING

The Health Care Delivery & Medical Partnerships Committee of the Military Transformation Task Force oversees medical aspects of the Growth Management Planning Process. The Committee has a subcommittee that has led the medical education aspects of community military coordination. The GMP tasking was to help that group determine how best to support training of the incoming Navy programs. These incoming programs train a variety of medical technicians, and the focus has been on finding laboratory space for completion of such training. The outcome has been to consider a joint scheduling capability that builds on a program presently being developed to schedule such training for nurses. The existing committee is a volunteer organization. This is an initiative of the Greater San Antonio Hospital Council (GSAHC)

2.2.2 USE OF MANNEQUINS AND MODELS

A suggestion emerging from committee discussions has been to consider increased use of models and/or mannequins to accomplish certain aspects of the technical training. There is an interest among participating educational institutions, and one suggestion has been to consider a cooperative capability that could be shared by all medical technician education-training programs in the region.

2.2.3 MODERN CONTENT DELIVERY

There are modern high-definition content delivery systems that are increasingly being used in both health care and health care education. The student's educational experience can be improved by improving the delivery system. Possibilities range from improved audio and video quality for lecture presentations to gaming and virtual reality. One goal of this initiative would be to seek out, develop and demonstrate appropriate systems and related content with potential to enhance and/or otherwise improve education/training with emphasis on applications in health care. An example might be a 3-D rotating virtual-image of an instrument to support a discussion of the instrument's application and/or repair and maintenance. Another goal would be to link this improved delivery/content system to a "classroom without walls" concept, where the lesson was available over the Internet. A successful demonstration would provide an entry to a more extensive platform of health-education cooperation as outlined in Paragraph 4.1 below.

3.0 CAREER LADDERS

3.1 THE BIOSCIENCES AND HEALTH CARE ACADEMY

The GMP identified as a concern potentially large number of vacancies in the staff of incoming missions. Section 3 of this appendix, **WORKFORCE ACTION PLAN**, includes the recommendation to accelerate establishment of a proposed Biosciences and Health Care Academy. Unique to San Antonio, such Academies are a cooperative effort of The Greater San Antonio Chamber of Commerce, a selected group of employers, The Alamo Community College District, The

University of Texas at San Antonio and Workforce Solutions Alamo. Academies are modeled on the first successful Academy program, the Aerospace Academy. The Aerospace Academy started out as Kelly Academy and St. Philip's was an integral partner in establishing Kelly Academy. There may be an opportunity for St. Philip's to participate in acceleration of the Biosciences and Health Care Academy.

The Academy system embodies a 2+2+2 structure which enables each participating student to: (1) Start planning a career path in high school; and, (2) Develop an interface with potential employers as they pursue their education. Businesses that are potential employers provide a variety of support to students including scholarships, work-study opportunities, summer employment opportunities and even sponsored-education opportunities. Business participation also links education to a career employment path within the industry.

3.2 THE HEALTH CARE MAGNET SCHOOL

A Health Care Magnet School is one key element of the Academy system, providing entry tier courses in the 2+2+2 educational ladder. St. Philip's and SAISD could work together to establish the magnet school as the primary lower level link into the Academy ladder. St. Philip's could provide a strong second level in that ladder. Building relationships with employers through the Greater San Antonio Area Hospital Council and with the Medical Education and Training Campus (METC) would open the door to opportunities for graduates, and for supporting the Army *University Access Online Program*.

4.0 UNIVERSITY WITHOUT WALLS

4.1 ARMY *University Access Online Program*

In 2001, the military established a program for recruitment and retention of personnel known as *University Access Online*. According to the Army, this program is intended to allow soldiers and their families to access education and earn a degree online from any location.

A number of schools have signed up to provide "Internet-based content" to support this initiative, and according to their web page this includes Incarnate Word University in San Antonio. Participation requires working with the Army in two ways: (1) Agreeing to recognize Army training and/or experience as meeting certain requirements of selected degree programs; and (2) Agreeing to accept the completion of coursework at other participating schools as meeting the criteria toward award of a degree in selected participating degree programs.

Cooperative efforts to work with METC should provide an opportunity to select key medical degree programs in which the foregoing criteria can be met in San Antonio. That should open the door to: (1) Improved cooperation among area colleges and universities that offer "health-related" degrees; (2) Improved linkages to METC; and, (3)

Opportunity to provide “health education” to many military personnel and families. The expected result:

1. Helping the Army provide recruitment and retention incentives to their personnel;
2. Helping the Army personnel and spouses progress toward degrees while on active duty;
3. Leveraging the teaching resources of San Antonio educational institutions;
4. Earning more revenue per class (per teacher-hour), which should help fund better content and better content delivery systems;
5. Better content, better delivery systems and cooperation among METC, colleges and universities should lead to a stronger San Antonio educational complex and an improved relationship with the military.

The foregoing results should translate into an ever-growing role in supporting ***University Access Online***.

5.0 CONTINUAL IMPROVEMENT IN HEALTH CARE EDUCATION

The GMP recommends a series of annual community/military partnership conferences for addressing continual improvement in health care education. The annual Health Care Education Planning, Reporting and Deployment (HCE-PRD) Conference concept is based on a Department of Energy model. The approach is to work with military and civilian organizations responsible for national health education programs to host an annual conference in San Antonio. The HCE-PRD Conference would develop a research, transformation, implementation, and evaluation agenda for continual improvement of health care education outcomes in both military and civilian educational programs.

- The initial stage of the forum would address needs, strategies and pilot initiatives for addressing needs. This part of the forum would be expected to lead to funding for identified needs and strategic initiatives in the budget(s) of Federal Departments.
- The second stage of the HCE-PRD Conference would focus on reporting progress on ongoing research and/or improvement initiatives, including suggested steps for implementation of emerging new technologies or protocols, or new educational content/delivery concepts.
- The third stage of the forum would focus on implementation of the emerging results. This phase of the effort should be supported by a national organization of implementation task forces that address the framework of issues established by the forum.

This proposed forum should be seen as a business development initiative for San Antonio, to set the agenda for improvement health care education and create a pipeline for funding to support continual innovation and improvement. The community should, in parallel, seek to grow, or attract and locate firms or educational institutions that can create the new technology and support implementation of the new education practices that will evolve as the transformation of education unfolds over the next decade.

6.0 CAMPUS-CENTERED COMMUNITY REVITALIZATION

The St. Philip's College campus lies outside the GMP study area; however, many public comments have indicated that there is a need for the GMP to consider that portion of San Antonio which lies south of the study area. One possibility is for the college to become a focal point for redevelopment of the area around the campus. Two examples provided below are situations where universities have taken on this responsibility, and there are others that can be found by simple Internet search.

6.1 CAMPUS-CENTERED COMMUNITY REVITALIZATION EXAMPLES

6.1.1 UNIVERSITY OF MINNESOTA – TWIN CITIES

http://www1.umn.edu/twincities/05_com_econ.php

Economic and Community Development: Taking research and applying it to solving real-world issues is the focus of the University of Minnesota's work in economic and community development. The university not only serves as a resource to neighborhood and civic leaders but also works directly to contribute to the economic growth and development of Minnesota communities.

- **Business & Community Economic Development** – Contributing to the economic growth and development of Minnesota communities through successful collaboration and partnerships with government, private enterprise, and community organizations.
- **Extension community publications and programs** – Community publications for the public and listings of noncredit educational opportunities from around the state.
- **Center for Urban and Regional Affairs** – Online publications, research reports, and project summaries from the University's applied research and technology center that connects faculty and students with nonprofit organizations, ethnic and racial minority groups, businesses, rural towns, inner-city neighborhoods, suburban communities, local governments, and public agencies in Minnesota.
- **Carlson School of Management** – The Carlson School is a focal point where the business community can come to keep up to date on current management issues through the research, learning opportunities, and outreach that the school provides.
- **Humphrey Institute of Public Affairs** – The institute provides research and outreach programs around public policy, including issues of school change, democracy and citizenship, women and public policy and much more.

6.1.2 UNIVERSITY OF SOUTH FLORIDA

<http://uacdconline.com/uacdc/boardofdirectors.aspx>

A seventeen-member Board of Directors governs the University Area Community Development Corporation, Inc. The board is comprised of local business persons, community residents, pastors and public officials. The board sets policy on all matters related to the UACDC including personnel, financial, programmatic, strategic planning and evaluation and provides oversight in all these areas.

The University Area Community Development Corporation is a 501c3 charitable organization whose mission is to obtain the necessary resources, support, and direction to improve and sustain a thriving community where great social, financial, educational and health-related challenges exist. In the pursuit of this mission, the UACDC works to further strengthen Hillsborough County's most socially and economically vulnerable neighborhoods through activities, programs, and services. These range from operating a fully-programmed, state-of-the-art Community Center Complex to increasing economic development and affordable housing in the area they serve through innovative partnerships between public and private sectors, as well as a wide range of service providers. Programs focus on crime prevention, education, social service, health, and recreation, as well as the cultural arts. Their future lies in merging economic, educational, and social opportunities together to create a vibrant area teeming with potential.

7.0 IMPLEMENTATION

The strategy is to partner with the military in extending educational opportunities for many persons in both the metropolitan area and the military. This partnership could begin by improving the quality of K-12 education and use of technology to alleviate the shortage in health care education personnel. It could expand to address much broader "affordable quality-education" goals including supporting the health education aspects of the ***University Access Online Program***.

Steps in establishing the program are as follows:

1. SPC to obtain support from the City of San Antonio and ACCD leadership to pursue the goals outlined;
2. Establish Stakeholder Committee;
3. SPC and SAISD enter into "Memorandum of Understanding" indicating agreement to jointly pursue elements of the program outlined herein;
4. SAISD nominate the school that will participate in the magnet school program;
5. SPC and SAISD each designate a principal to lead the effort;
6. Designated leaders meet with funding organizations to gain an understanding of their receptivity to provide seed funding for the program, and any conditions such as the need to obtain matching funds;
7. Meet with METC and get METC to designate a liaison;
8. Based on funding and interests, elect the elements of the program to pursue and set priorities and milestones;
9. Develop an Implementing Plan and Budget for achieving priority goals;
10. Pursue Seed Funding;
11. Carry out the Implementation Plan;
12. Meet at least annually to review the mission and goals and update the Implementation Plan and Budget;
13. Repeat steps 6-10.

8.0 TIMING AND FUNDING

Initially, the education initiative should focus on quality of K-12 education, supporting acceleration of the Biosciences and Health Care Academy and use of technology to improve the Internet delivery of health care education. During this initial stage, funding should also be sought from the Department of Education and charitable foundations, and matching funds should be obtained from the City and from local businesses. It may also be possible to make a case for funding from the U. S. Department of Defense, Office of Economic Adjustment (OEA). Initial funding should also be sought to support development of a ***Significant Comprehensive Health Care Education Intervention Program*** plan and budget. The San Antonio Office of Military Affairs (OMA) should assist with the preparation and submittal of grant requests to obtain the OEA funding for this initiative, and the OMA could also assist with plan preparation as appropriate. The Growth Management Plan recommends that the City of San Antonio establish an **East Side Military Housing Partnership and BRAC Support Authority**. It further recommends that certain anticipated revenues be assigned to that Authority such that the Authority can issue revenue anticipation bonds. Upon approval of the ***Comprehensive Health Care Education Intervention Program*** plan and budget, implementation would be funded with revenue from the bond program. The education initiative would not be the only program funded from the bond proceeds, but it would have priority for use of such funding.

PUBLIC SAFETY INTERVENTION ACTION PLAN

AN ELEMENT OF A COMPREHENSIVE NEIGHBORHOOD INTERVENTION PROGRAM

CONTENTS

- 1.0 OVERVIEW
- 2.0 BRAC PERIOD TRAFFIC
- 3.0 INCREASED POLICE PRESENCE
- 4.0 INCREASED COOPERATION AND INTERACTION
 - 4.1 POLICE LIAISON
 - 4.2 COMMERCIAL LIAISON
 - 4.3 NEIGHBORHOOD GROUP LIAISON
 - 4.4 DEVELOPMENT REVIEW
- 5.0 YOUTH INTERVENTION
- 6.0 INCREASED USE OF TECHNOLOGY
- 7.0 OFFICERS LIVING IN THE NEIGHBORHOODS
- 8.0 TIMING AND FUNDING

STATUS: This program has been developed in close cooperation with the San Antonio Police Department (SAPD). Input and cooperation have also been received from the Bexar County Sherriff's Department, the communities of Terrell Hills and Alamo Heights and the Fort Sam Houston Military Police. Each of these entities has also reviewed the report and commented on the content of this plan in draft form. If the City of San Antonio adopts recommendations of the Growth Management Plan (GMP), it is anticipated that the SAPD will work with the Office of Military Affairs to obtain Grant Funding in order to implement the early phases of the plan. If the overall funding strategy is approved by the City as provided for in the GMP, then it is expected that the SAPD will also cooperate to implement the program outlined herein.

1.0 OVERVIEW

San Antonio Police Department (SAPD) has embraced the modern ideals of community-based policing (CBP), with resulting progress in reducing crime and improving neighborhood safety. This action plan recommends an intensive addition to East Side Community Based Policing programs, with the resources paid initially by a grant from the Department of Defense, Office of Economic Adjustment and subsequently from the **East Side Military Housing Partnership and BRAC Support Authority**. Such an intensive CBP initiative can support the East Side Precinct in achieving public safety goals for the East Side.

Neighborhoods around Fort Sam Houston are positioned to be transformed into areas that will attract a labor force and supporting businesses to facilitate transformation of the post. A multi-billion dollar transformation will create highly desirable living space and convenient connectivity to support an excellence work-environment both on the post and in selected nearby business and commercial zones. A Significant Comprehensive

Public Safety Intervention Program (SCPSIP) must be an essential element of overall transformation. Core components of this Action Plan are:

- Address BRAC time-frame traffic and speeding problems in neighborhoods
- Increase police presence in neighborhoods around Fort Sam
- Facilitate increased cooperation and a more intensive police interface
 - Among police and security forces
 - With business and commercial enterprise
 - With the community
 - With others involved in the Significant Comprehensive Intervention Program
- Increase youth intervention
- Increase use of technology
- Encourage officers to live in neighborhoods around Fort Sam.

2.0 BRAC CONSTRUCTION TRAFFIC

The Army has established construction gates to control construction traffic and minimize flow of traffic through residential neighborhoods. These steps have helped to minimize impacts, but in spite of the intensive effort, there have been complaints about traffic cutting through neighborhoods and speeding on neighborhood streets. Some neighborhoods have even closed streets in an effort to minimize such problems. The SAPD should provide control to minimize the impacts of traffic on major streets and an intensive program to control speeding on neighborhood streets near the post.

Consideration should be given to requesting a grant to assist in getting the program established. The logical source of funding is the U. S. Department of Defense, Office of Economic Adjustment. Another possible source is the Federal Justice Department.

3.0 INCREASED POLICE PRESENCE

The SCPSIP will require investment commensurate with the outcome anticipated. The program outlined will require an increased police presence in the East Precinct community appropriate to conditions in the various neighborhoods. The recommended additional presence within the East Side District should include at least 15 additional officers:

• Routine, highly visible activity	9
• Liaison to the Military and other Policing Agencies	1
• Support recommended cooperative police programs	3
• Youth activity coordinator	1
• Administration	<u>1</u>
Total	15

In addition to the normal budget, allowance should be made for overtime to support off-duty after-hours work in: (1) Traffic control; (2) Supporting community groups and commercial and business associations; and, (3) Youth activities. Such activities are recommended in the following sections.

4.0 INCREASED COOPERATION AND INTERACTION

The community should partner with the military and neighboring communities to enhance San Antonio's "community-based policing" programs and extend those programs to other neighborhoods around Fort Sam Houston. Non-military participants in the proposed Military-Community Police Partnership (MCP) should include the San Antonio Police Department as lead, the Bexar County Sheriff's Department and the police forces from Alamo Heights, Kirby and Terrell Hills. The partnership should develop a crime prevention action plan for the area around and adjacent to the Post.

4.1 POLICE LIAISON

Police liaison should include activity such as:

- Work through the MCP to coordinate efforts to control morning and evening rush-hour traffic to and from the post, especially to discourage high-speed traffic weaving through neighborhood streets.
- Work through the MCP to re-establish the relationship between community and military police which has historically existed in San Antonio, whereby military police can be relied upon to take responsibility for most incidents involving military personnel stationed at Fort Sam Houston
- Cooperate with city officials on code enforcement personnel, to assure that strong codes are adopted and uniformly enforced.
- Work with other city, county and military officials on inter-agency information exchange and development and implementation of policies which deter crime and apprehend criminals. Examples range from anti-loitering and open beverage container rules to vehicle safety, condemnation of abandoned housing and improved street lighting.

4.2 COMMERCIAL LIAISON

Establish a program for cooperating with businesses in the area. An example of an activity is to:

- Organize a commercial real estate association and create a housing/apartment leasing information exchange. At present, there are numerous houses and apartments for lease in the neighborhoods surrounding Ft. Sam Houston. Often, these facilities are leased by a criminal element (drug dealers, gang members, or prostitutes). The lessee pays one month's rent and then defaults. It takes a landlord or property manager three months to evict such a tenant. That tenant will frequently just move to another house or apartment in the area and repeats the process. An association needs to be formed and an information network created to help identify those who perpetuate such criminal actions in order to keep them from taking advantage of legitimate property owners.

4.3 NEIGHBORHOOD GROUP LIAISON

Strengthen the program that creates cooperation of police with neighborhood associations. The police should regularly participate in neighborhood association meetings and encourage the neighborhood associations to establish crime prevention committees. The crime prevention committees can then actively work with police to

support crime prevention initiatives that are relevant and appropriate for the particular neighborhood, such as the Neighborhood Watch Program.

4.4 DEVELOPMENT REVIEW

The police should actively review all new development planned for the area to determine whether such development will impact crime, will be safe, and/or require extra police effort. To achieve the appropriate level of involvement, the police department should work with the planning commission and arrange to receive routinely copies of all development plans being considered and all zoning changes being considered within the area of each precinct. Such planning and zoning changes should be one topic for discussion at neighborhood and business association meetings, such that the police review is consistent with goals of the neighborhood-based policing strategies for the area. Approval of such plans and zoning changes should be contingent upon addressing the related policing impacts.

5.0 YOUTH INTERVENTION

The police should be actively involved in area youth intervention, with the goal of keeping young people out of gangs, getting them involved in character-building activities and providing positive role models. The program should include:

- Regularly scheduled schools programs
- Active involvement with youth facilities such as Carver Academy
- An adult presence at local sports facilities
- Support for boys and girls clubs.

The program should also include activities such as supporting career days, job shadowing, facility tours and special events such as picnics, car shows, ball games or horseback/rodeo events. The ideal initiative would be one that partners with other business and civic programs, such as the Spurs, so that neighborhood youth gain access and exposure to a variety of leadership role models and alternative activities.

6.0 INCREASED USE OF TECHNOLOGY

The Police Department should cooperate with commercial businesses to put lighting and security cameras in businesses and other establishments (churches, schools, etc.). The lights and cameras should be linked to a data archive with retrievable imagery, so that imagery can be accessed and enhanced by police to review reported criminal activity in the area. A business association should be established to augment installation of lights and cameras, to include a “neighborhood watch” type of activity whereby owners and employees report suspicious activity to the police for investigation. Where reported activity has been caught on film, the film can be provided to the police. Similarly, relevant video records can be provided to police where they provide relevant information on criminal activity such as a robbery or forced entry to the premises.

7.0 OFFICERS LIVING IN THE NEIGHBORHOODS

All law enforcement agencies participating in the MCPP should encourage officers to live in neighborhoods around Fort Sam Houston. The SCPSIP should include a program of funded incentives for officers to do so. Incentives should include:

- A 10% cash contribution toward the purchase of a home within a designated Fort Sam neighborhood, where the home is purchased and occupied as a permanent residence for a period of at least five years after the purchase.
- A loan at no interest, to finance a 20% down payment on the purchase of an existing home or to pay the construction advance on a home being built within a designated Fort Sam neighborhood, where the home is purchased and occupied as a permanent residence for a period of at least five years after the purchase.
- An additional grant of up to 10% of the cost of restoring a historic home within a designated Fort Sam neighborhood, where the home is purchased and occupied as a permanent residence for a period of at least five years after the purchase.

Officers living in a neighborhood should also have priority in consideration for assignments in that neighborhood which will earn additional compensation or provide other benefits to the officer and the community. Examples include:

- Compensation for participating in community-based policing programs or traffic control programs within the neighborhood during off-duty hours
- Off-duty use of assigned City marked police vehicles, with the vehicle being used and/or parked where it is a visible deterrent to crime whether or not the officer is on duty.

8.0 TIMING AND FUNDING

Initially, the public safety initiative will focus on traffic control at Fort Sam gates and in Fort Sam neighborhoods. Funding for this initial effort will be sought from the Office of Economic Adjustment (OEA) in the Department of Defense. During this initial stage, funding should also be sought from the Department of Justice and/or OEA to develop a **Significant Comprehensive Public Safety Intervention Program** (SCPSIP) plan and budget. The Office of Military Affairs (OMA) should assist with the preparation and submittal of grant requests to obtain the necessary funding, and if appropriate, the OMA could also assist with plan preparation as appropriate. The Growth Management Plan recommends that the City of San Antonio establish the **East Side Military Housing Partnership and BRAC Support Authority**. It further recommends that certain anticipated revenues be assigned to that Authority such that the Authority can issue revenue anticipation bonds. Upon approval of the SCPSIP plan, implementation would be a priority for funding from the proposed revenue bond program.

MOBILITY/CONNECTIVITY ACTION PLAN

AN ELEMENT OF A COMPREHENSIVE NEIGHBORHOOD INTERVENTION PROGRAM

KEY FINDINGS:

1. Roadways that connect Fort Sam to the regional freeway system do not have the capacity to carry existing traffic. Collector streets need to be upgraded to avoid flow of traffic into neighborhood streets. Some improvements have been planned and are scheduled, some have been identified but are not funded, and others are needed.
2. More intensive urban use of land must be coupled with a rational strategy for accommodating the added traffic load. The highest and best use approach produces much greater levels of traffic. Though some commercial development could be absorbed, a significant expansion of the regional transportation system capacity will be required to make GMP proposed commercial development viable.

STATUS: This program has been briefed to City Management and MTTF Committees. Recommended funding has been proposed for the City budget for first and second year funding. A scope of work has been provided for a proposed grant to request first year matching funds for construction traffic management.

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1.0 INTRODUCTION

There are four needs with regard to connectivity: (1) Address existing, known capacity issues and roadway improvement needs; (2) Re-plan roadway capacity within the region to accommodate planned economic expansion and in accordance with the Neighborhood Smart Growth Strategy outlined in the GMP; (3) Address the Local Network Impacts of the Proposed Development Strategy in the GMP and (4) Address regional connectivity issues. The recommended approach includes: (1) Support efforts to fund needed improvements; (2) Initiate a more thorough analysis of the system in the region to provide routing and capacity recommendations for strengthening the grid; (3) Provide detailed local traffic impact studies and recommended improvements for each development parcel as an element of the development plan; and (4) Develop specific recommendations for Traffic Reduction Actions to support the Smart Growth Community Design.

2.0 APPROACH

Two aspects of the strategy outlined above are strengthening the transportation grid to accommodate expected traffic loading, and reducing or redistributing the expected traffic load to better match the strengths and weaknesses of the transportation grid.

2.1 STRENGTHENING THE GRID

Elements of this strategy include:

- Connect or widen incomplete road sections and connect broken segments of road to create longer contiguous routes;
- Strengthen roadway junctions at intersections by adding or lengthening turn lanes, or providing grade separation;
- Remove bottlenecks to recover the unusable capacity of sections adjacent to the bottleneck, for example by providing overpasses at rail crossings;
- Widen roads over their full length between major traffic load-points;
- Upgrade selected roads to a higher capacity classification, for example by upgrading an arterial to an expressway or freeway;
- Build new roads on new alignments where the network is incomplete.

Roadway improvements have been proposed to address obvious transportation system deficiencies, and the framework of tentative system solution has proposed in the GMP. The proposed solution includes creating or improving roadway corridors and redirecting traffic to those corridors combined with intensive attention to create walk able communities in order to reduce traffic loads on the grid system.

Establishing an improved grid-network of traffic corridors would:

1. Significantly improve flow;
2. Reduce neighborhood cut-through traffic;
3. Reduce the load on overcrowded freeways by permitting many shorter trips to flow along the grid corridors;
4. Provide commercial development opportunities for the myriad of small businesses which rely on traffic flow as one of their primary sources of customers.

2.2 REDUCING OR SMOOTHING THE TRAFFIC LOAD

2.2.1 SMOOTHING

Strategies for reducing peak traffic loads may be particularly viable where the workforce is concentrated, as is the case at Fort Sam Houston. The most common practice is staggering work hours so that different segments of the workforce arrive and depart at different times.

2.2.2 REDUCING TRAFFIC FLOW

2.2.2.1 Conventional Strategies

Conventional strategies for reducing traffic involve a provision of park and ride facilities, or establishing van pools and commuter busses. A possibility includes establishing stops in Schertz and at Fort Sam Houston on the Austin-San Antonio Commuter Rail System. Finally, an increasingly common strategy is allowing selected personnel to work from home on some or all of their work days. It is expected that many of these strategies may be viable for the both the Fort Sam Houston workforce and the workforce of the supporting target development industries located around the post.

2.2.2.2 Smart Growth Community Design

There are two aspects of this strategy. The first is encouraging development that is compatible with the post and the GMP “Supporting and Synergistic Economic Development” strategy. Due to the intensity of traffic generation from commercial development, such development can overwhelm surrounding streets and highways. Thus, commercial uses must remain in balance with the capacity of the transportation infrastructure in order to avoid congestion. To achieve the goals of the GMP, it encourages use of property in a manner which supports BRAC and the clustering of BRAC-related targeted development industry in the vicinity of Fort Sam Houston.

The second aspect of the strategy would discourage the location of large regional shopping centers or other such traffic generators, in favor of commercial development scaled to the needs of the nearby markets. The goal is to achieve a three-way balance between (1) Providing basic services for those living nearby; (2) Creating business opportunities for the myriad of small businesses that depend upon traffic; and (3) Avoiding burdening a limited capacity transportation network with the large numbers of trips that a regional shopping center or “Big Box” retail establishment would generate.

Given the emphasis on appropriate types of jobs, a community design that allows eco-friendly transportation between home and work and between home and the basic sources of most required household goods and services would:

1. Significantly reduce commuter traffic as well as the need for on-post parking which is a low value land use
2. Reduce trips related to shopping, education and recreation as well as trips involving commuting to work.

3.0 NEAR-TERM NETWORK IMPROVEMENTS

A majority of the roadway network improvements that can be implemented on a short term basis have been identified by previous traffic circulation studies prepared for the expansion of Fort Sam Houston and Brooke Army Medical Center. The major constraint to most of these improvements has been funding, and efforts are underway to acquire Federal earmark funds. Among the most important are widening projects for Walters Street from Wilson Street to IH-35, and improvements to the Harry Wurzbach Road corridor from Winans Road to Loop 368 Austin Highway. The City of San Antonio is developing a new north-south roadway west of the AT&T Center and east of the railroad tracks from IH-35 frontage roads to East Houston Street. Via Metropolitan Transit, the regional transit agency, is also investigating transit and vanpool strategies that can be applied immediately with little or no funding commitment.

A plan and supporting strategies that ensure that ongoing improvements will move toward a common goal is needed immediately. Such a plan ensures that redevelopment initiatives include transportation network improvements and right-of-way preservation to accommodate the long-term plan. Otherwise, short-term improvements should focus on relief routes that will provide alternative points of access to the base while other entry ways are under construction, and provide new capacity for the upcoming increase in base activity. Recommendations are listed below:

- Complete the western extension of Petroleum Drive from Holbrook Road to intersect with both Nursery Road and Williams Road inside Fort Sam Houston, and provide adequate access control point (ACP) processing capacity to divert traffic from other gates, and to make more effective use of the Petroleum Drive and Holbrook Road corridors. This corridor should be in place prior to the start of bridge construction on Binz Engleman Road at Salado Creek. A new bridge over Salado Creek for Petroleum Drive has already been funded.
- Extend Holbrook Road south of Petroleum Drive to connect with the 26th Street segment that extends south to Binz Engleman Road.
- Extend Coliseum Road north from IH-35, across the railroad tracks to connect with the corner where Williams Road and Wilson Street meet inside Fort Sam Houston, and provide an ACP for post entry. Consider relocation of the commercial vehicle entry from Jadwin Road to this new ACP to eliminate redundancy, and take advantage of more direct access for trucks from IH-35 frontage roads using the Coliseum Road underpass. This project should be completed prior to start of reconstruction on the Walters/Scott corridor between IH-35 interchange and Henry T. Allen Road so that it can serve as a relief route.
- Extend George C. Beech Avenue east of its IH-35 interchange as a four lane divided roadway to intersect with Binz Engleman Road to improve access to parcels that could accommodate medical-oriented commercial development that supports the BAMC mission.
- Reconstruct the existing segment of Binz Engleman Road from IH-35 to IH-410 to a four lane undivided section to support additional development east of the BAMC Triangle.

4.0 MID-TERM IMPROVEMENTS

Mid-term improvements over a five- to ten-year timeframe should focus on intersection/interchange improvements, bottleneck removal, and expansion to corridors that can readily accommodate widening due to available right-of-way. Such improvements include:

- Implement emergency widening of IH-35 from the Loop 410 south junction to Loop 1604. This widening consists of re-striping the existing six lane freeway to eight lanes with reduced shoulders from the IH-410 west directional ramps to the IH-410 south directional ramps, and re-striping the existing eight lane freeway to ten lanes from the Loop 410 west directional ramps to the State Highway (SH) 218 ramps, and from six to eight lanes from the SH 218 ramps to the Loop 1604 collector-distributor road ramps. Such a change will require a safety evaluation including incident management strategies to obtain permission from the Federal Highway Administration. However, IH-35 is a crucial transportation linkage with critical importance to the mission of Fort Sam Houston. Improvement to IH-35 operations should receive the highest priority.
- Widen Harry Wurzbach Road from four to six lanes from the Winans Road intersection to the shopping center intersection just south of the Loop 368 overpass. Expand the Rittiman Road approaches to Harry Wurzbach Road to include full length turn bays as recommended in previous studies.
- Add additional turn lanes to IH-35 interchange intersections at Walzem Road, Eisenhower Road and Rittiman Road to increase interchange capacity. Turn movement counts and a traffic concept study would need to be conducted to identify the most effective expansion and lane allocation strategy for these interchanges.
- Construct a new two-lane realignment of New Braunfels Avenue at Eleanor Avenue to connect with Pine Street at Brahan Blvd. This realignment would reconnect the now-broken New Braunfels Avenue alignment to Pine Street, which also has an IH-35 crossing, and establish a permanent western boundary for the Fort Sam Houston access control boundary. Post land located west of this alignment would be released for other private sector uses, or military uses that do not require security control.

5.0 LONG-TERM IMPROVEMENTS

Large scale transportation projects cannot be implemented quickly due to the lack of funding, or the need for a time-consuming process that could include environmental clearance, design, right-of-way, utility relocation and construction activities. Long-term improvements must ultimately address deficiencies in high-capacity regional routes including the freeway system. Due to the extensive effort required to design and construct these improvements (issues similar to ongoing expansion of IH-410 north), these projects can only be implemented on a long-term time frame.

- Widen IH-35 from six lanes to ten lanes between the Loop 410 south junction and the Loop 410 west junction.
- Widen IH-35 from eight to twelve lanes between Loop 1604 and the Loop 410 west junction.

- Widen IH-35 from six to at least eight lanes beyond Loop 1604. To be effective, this improvement should extend at least three minor interchanges north of Loop 1604.
- Widen Loop 410 east loop to six lanes from IH-10 on the south to the split between the Loop 410/IH-35 ramp legs south of FM 78.
- Implement improvements to upgrade FM 78 to an access controlled expressway from Loop 410 to Randolph Air Force Base (and potentially beyond). Expressways include control of access from high volume driveways, interchanges at high-volume crossroads that would otherwise produce intersection congestion, and signalized intersections with lower volume feeder roads.
- Complete a four-lane divided connection between the western end of FM 78 at Loop 410 and the north end of Currency Street. Expand Currency Street/Creekview Drive from north of Profit Street to Gembler Road to a four-lane roadway with a two-way left turn lane.
- Develop a new east-west four lane divided arterial street north of Sherman Street in the soon-to-be-abandoned rail yard area south of IH-35. The new roadway should pass under existing roadway crossings and New Braunfels Avenue and Walters Street, and extend from Broadway Street on the west to Coliseum Road on the east, perhaps using the existing Anoil Street industrial cul-de-sac, which extends west of Coliseum Road just south of Gembler Road. Lateral (north-south) roads should be constructed to connect this arterial to the surrounding street grid. Frank Street would be particularly useful since it can be extended north of IH-35 through an existing unused IH-35 underpass.
- Extend Creekview Drive south of Gembler Road to join East Commerce Street adjacent to IH-10 as a four-lane divided roadway.

6.0 ACTION ITEMS

6.1 CONSTRUCTION TRAFFIC CONTROL

The Army has established construction gates to control construction traffic and minimize flow of traffic through residential neighborhoods. These steps have helped to minimize impacts, but in spite of the intensive effort, there have been complaints about traffic cutting through neighborhoods and speeding on neighborhood streets. Some neighborhoods have even closed streets in an effort to minimize such problems. Funding should be provided to the SAPD for control to minimize the impacts of traffic on major streets and speeding on neighborhood streets near the post. The need is to request a grant to assist in getting the program established. The logical source of funding is the U. S. Department of Defense, Office of Economic Adjustment. Another possible source is the Federal Justice Department.

6.2 PROGRAM SUPPORT

The following are elements of the Implementation Work Effort:

- Develop a traffic simulation model to evaluate development and road improvement needs and provide a more extensive traffic circulation analysis to:
 - Guide ongoing development of the areas surrounding Fort Sam Houston
 - Propose a systems solution for improving the street grid.
- Examine and recommend the correct blend of: (1) Living space in the neighborhoods adjacent to Fort Sam Houston with walk-to-work connectivity; (2) Express busses and other mass transit such as commuter rail; (3) Park and ride, car and van pools; (4) Staggered work hours, work at home allowances and other similar initiatives to support the “Smart Growth” Economic Development Plan for San Antonio’s East Side.
- Provide ongoing support and site traffic impact analysis, transportation planning, traffic engineering, and urban street design to support development initiatives to:
 - Address neighborhood impacts and citizen concerns;
 - Accommodate near-term traffic from both BRAC/military expansion and related economic development;
 - Preserve rights-of-way to allow future expansion as needed to accommodate capacity needs for expected future economic expansion and population growth;
 - Create a “Sense of Place” through attention to details of design, landscaping and architectural detail appropriate to the character of the surrounding community.

SECTION 2

ECONOMIC DEVELOPMENT ACTION PLAN

LEVERAGING ECONOMIC GROWTH AND NEIGHBORHOOD REVITALIZATION FROM BRAC

FINDING: It is projected that BRAC and the related military development will initially add about \$5.1 billion to the economy and make a continuing annual economic contribution estimated to be \$2.9 billion. The recommended GMP economic development strategy would leverage about \$3.2 billion in added capital construction and nearly \$3 billion in added annual economic impact from BRAC.

STATUS: This program has been briefed to City Management. Recommended funding has been proposed for the City budget for first and second year funding.

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- 1.0 INTRODUCTION
- 2.0 ATTRACTING BUSINESS
- 3.0 RATE OF PROGRESS
- 4.0 STEPS

1.0 INTRODUCTION

This Growth Management Plan recommends a comprehensive program with Organization, Business, Manpower and Community Revitalization components. Each of these components must be pursued for the strategy to succeed. If pursued successfully, the program would virtually double the economic impact of BRAC, creating an additional \$3.2 billion in capital construction and nearly \$3 billion in added annual economic impact over and above the projected economic impacts of BRAC.

The GMP strategy would leverage and support incoming BRAC missions as well as related military activity already at Fort Sam Houston. Goals are to: (1) Resolve potential problems; (2) Attract additional jobs and economic growth; and (3) Stimulate neighborhood revitalization by enticing new economic activity and new employees as well as existing Fort Sam employees to live near the post.

2.0 ATTRACTING BUSINESS

The GMP would encourage six key Target Development Industries (TDIs) to grow and locate in areas near the post. These six sectors are:

1. Health Care
2. Health Care Education
3. Communications
4. Intelligence
5. Security
6. Technology

Factors relied upon to attract the TDI businesses are:

1. **A Growing Market:** Each of the TDIs is in a growing market, with the Army as a key customer and Fort Sam Houston as a key gateway to that market/customer. The recommended TDIs meet this criteria.
2. **Critical Mass:** Businesses seek to grow in areas where there is a significant presence of similar activity, which implies many things, such as trained and experienced persons available to fill jobs or banks that understand credit requirements. For GMP-selected TDIs, San Antonio meets this criteria, and expected growth at Fort Sam Houston will provide a dramatic increase in economic presence within TDI areas that can be marketed
3. **Ramp-Up Capability:** In order to attract a new business it is critical to show the region's ability to expand the labor force. The "Academy" system was created in San Antonio to address this need. In addition, there is a need to attract "key players" such as researchers, practice leaders, business managers and rising star-performers. The GMP also recommends a national recruiting initiative to help spread the word and attract such key individuals to the region.
4. **Business Oriented Climate:** This refers to an expectation that a San Antonio location will provide a competitive advantage in a global market place. To address this need, the plan recommends forums structured to create a pipeline of education, research and demonstration funding supported by implementation of emerging technologies and management practices to continually provide tangible increases in productivity and value improvement.
5. **An Attractive Connected Living and Work Space:** To succeed, the nearby homes must: (1) Be safe, attractive and reasonably priced; (2) Have access to excellent schools and nearby amenities; and (3) Have relatively easy access to the wide variety of urban and environmental resources that San Antonio has to offer.
6. **Packaging:** Finally, marketing organizations need to understand the foregoing relationships and utilize them effectively in: (1) Marketing the program outlined in the GMP plan; and (2) Developing business relationships which take full advantage of the web of relationships outlined; and, (3) Establishing a fair sharing of the benefits among parties involved.

The TDIs have been selected based on the first two criteria outlined above, so the GMP addresses: (1) Ramp up capability; (2) Business oriented climate; (3) Attractive connected work/living space; and, (4) Packaging. Further:

- Ramp Up Capability is addressed in Section 1: Workforce Action Plan and in Section 2 under the subsection on the San Antonio Education Action Program
- The Attractive Connected Living and Working Space is addressed in Section 1: Neighborhood Revitalization Action Program

Thus, this Section focuses on the Business-Oriented Climate and Marketing.

3.0 RATE OF PROGRESS

An important factor in implementing the GMP is proceeding at a rate consistent with sound business principles. Because critical funding is from revenue and tax anticipation bonds, the overall program will be paced to realization of economic growth that will provide the anticipated revenues. As a practical matter, that normally means the

improvements made with such funds will be closely tied to economic development projects having substantial economic backing. It can be expected that such projects will: (1) Serve well-defined market segments; or (2) Include firm job-growth commitments from one or more reliable TDI business or a strong economic development partner.

Review of the plan with key developers and organizations that fund development provide an expectation that the plan can be implemented rapidly, with full build-out achieved in five to ten years. The economic analysis supporting funding projections in the plan are much more conservative. These are based on an anticipated 30-year build-out period. The strategy is to pace the rate of plan implementation to the rate of economic development, using an IF-THEN. This strategy involves committing public funds only after a firm relationship has been developed which will lead to the implementation of facilities and creation of jobs. However, in parallel with this conservative development strategy, it will be necessary to make significant progress in addressing regional “systemic” problems in mobility, education and public safety.

4.0 STEPS

- Develop Coalition for Marketing Health TDI Growth Concepts
- Form Strategies for Supporting Local Business and Institutions in capturing business
- Develop Coalition for Pursuing Health Care PRD Concepts
- Develop Coalition for Pursuing Health Care Education PRD Concepts
- Develop Coalition for Pursuing Management Support PRD Concepts
- Host Initial Health Care Planning, Reporting and Deployment Conference
- Host Initial Health Care Education Planning, Reporting and Deployment Conference
- Host Initial Military Management Support Planning, Reporting and Deployment Conference
- Initiate National Health Care Marketing Campaign
- Initiate National Health Care Education Marketing Campaign
- Initiate National Military Management Support Marketing Campaign
- Implement Business Capture Strategies

SECTION 3

WORKFORCE ACTION PLAN

AN ACTION PLAN FOR ADDRESSING POTENTIAL VACANCIES IN BRAC POSITIONS

RECOMMENDATION: The community should work through partnership with the military to address potential vacancies in incoming BRAC missions with a further goal of staffing growing centers of excellence in targeted development areas.

- Suggested Lead – Workforce Solutions Alamo (with support from others as noted in the action plan)
- Suggested Time Frame – Begin as soon as practical
- Suggested Funding Source – Labor Department Funding

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STATUS

1.0 INTRODUCTION

2.0 HEALTH CARE ACADEMY

3.0 ATTRACT INCUMBENTS

4.0 REGIONAL OUTREACH

5.0 NATIONAL OUTREACH

STATUS

Workforce Solutions Alamo has reviewed a draft of this Action Plan and implementation is under consideration. A consultant has been retained to examine the potential labor shortage situation. The Academy system is a program that the City of San Antonio, the Greater San Antonio Chamber of Commerce and cooperating businesses have developed to provide a source of entry-level labor for economic sectors that are considered important to the San Antonio economy. The six designated TDI areas are important, and a Health Care Academy has been proposed for some time. The Growth Management Plan recommends acceleration of the Health Care Academy and creation of similar academies to support other TDIs. It is understood that the Greater San Antonio Hospital Council has agreed to participate in establishing the Health Care Academy and is reviewing recommendations for accelerating that Academy. St. Philips College and SAISD are also considering ways to cooperate in this initiative at the high school and college level.

1.0 INTRODUCTION

The Growth Management Plan has identified a potential BRAC problem, which is that, for some of the incoming BRAC missions, the labor force may not move with the mission, resulting in vacancies in incoming positions that could be measured in thousands. Military education and training campus (METC) representatives indicate they expect their people to move. This should not be a significant issue for medical positions moving across town from Wilford Hall to the new SAMMC- North campus either. Nevertheless, vacancies in incoming positions could represent a challenge.

BRAC positions are in Health Care, Health Care Education and Management Support sectors including Communications, Technology and Security. The six employment sectors are ones already experiencing labor shortages in San Antonio. There are also difficulties in filling positions in these six categories state-wide and nationally. Thus, finding large numbers of persons to fill positions in these labor categories is expected to represent a significant challenge. The challenge will be mitigated somewhat by the fact that the military has a strong national recruiting program, and can also offer significant incentives. However, it should be anticipated that at least some persons in the local area will take advantage of the availability of local vacancies and incentives to move their personal career up the career ladder. This will have a positive impact on the overall economy, but it will mean that local health care, health care education, communications, technology and security organizations will experience a turnover impact. This impact will be made more difficult by the fact that the five work-areas are growing and thus already experiencing labor-shortages. Finally, the GMP has recommended encouraging strong growth in the TDI sectors, and employees will be needed to support growth.

This Action Plan lays out the framework for dealing with anticipated vacancies. The elements of the plan are:

- Accelerate the Planned Health Professions Academy
- Attract Incumbents
- Conduct Regional Outreach
- Conduct National Outreach

2.0 HEALTH CARE ACADEMY

The Growth Management Plan recommends accelerating establishment of the Health Professions Academy. Academies are a unique San Antonio system of cooperation among businesses, school districts, local governments, colleges and universities in the region. The Academies are geared to train entry-level workers and link them into careers and educational pathways that permit advancement in a chosen career. The Health Care Academy would provide training and career pathways for Health Care and Health Care Education workers. The Academy system is an established program within San Antonio, so the steps for its creation are well understood by the City, the ACCD and Chamber. The first step has been to establish the Alamo Area Academies Inc.

- Suggested Lead – Alamo Area Academies, Inc.
- Suggested Time Frame – Begin as soon as practical
- Suggested Funding Source – Workforce Solutions-Alamo

3.0 ATTRACT INCUMBENTS

The Growth Management Plan recommends creating an incentive package and pilot-testing that package by offering incentives to employees of incoming missions, with the goals of (1) Attracting as many of them to move as possible; and (2) Identifying any changes needed to craft an incentive package that can subsequently be used in a national recruiting effort. This effort can then be employed to address vacancies as they materialize after BRAC moves. Elements of the incentive package should include:

- a. Federal Salary Bonus
 - i. Available only to Civil Service employees (See: AR 215-3 Department of Defense Policy on Recruitment, Retention and Relocation Bonuses and Allowances <http://www.cpol.army.mil/library/permis/A1001.html> with link to the policy document)
 - ii. Move now to establish categories of “hard to fill” positions, which are the trigger to availability of these incentives
 - iii. Move now to request funding to implement the bonus and other incentives
- b. A “Career Enhancement” for military spouses
 - i. Program exists for qualified employees (See: <http://caa.milspouse.org/>)
 - ii. As of April 18, 2008 this popular government assistance program for career-minded military spouses has been expanded by the Department of Labor and the Pentagon. Known as the Military Spouse Career Advancement Account program, spouses of service members in all pay grades can now receive job training assistance. The revised program also includes cash for remedial training and for licensing courses. Revision also expands the number of career fields targeted for spouse employment. (See: <http://www.military.com/news/article/military-spouse-career-program-expands.html>).
 - iii. Career Enhancement bonuses. Such bonuses will also need funding in the military budget.
- c. Federal Dislocation Allowance - Military members may be entitled to a dislocation allowance when relocating their household due to a permanent change of station (PCS). Dislocation allowance is intended to partially reimburse relocation expenses not otherwise reimbursed, to supplement the ordinary relocation allowance.
- d. City Housing Bonus
 - i. To be crafted. The City should craft an incentive in cooperation with the county (See Section 1 of this Appendix for details).
- e. Other possibilities
 - i. VA examples at: http://www.va.gov/JOBS/Job_Benefits/salary_awards.asp#recruitment
 - ii. See also: http://www.military.com/kwlp01?ESRC=ggl_mem_dvdad_vaben.kw

4.0 REGIONAL OUTREACH

Establish outreach to other potential sources of labor with skills in “Skill Shortage” occupations such as:

- a. Retired Workers
- b. Recovering Wounded Veterans
- c. Spouses of Incoming Employees
 - Suggested Lead – Workforce Solutions Alamo
 - Suggested Time Frame – Begin as soon as practical
 - Suggested Funding Source – City and County shared budgeted activity

5.0 NATIONAL OUTREACH

Gear up to mount a National Recruiting Campaign as the shortages materialize

- a. Establish a clearinghouse to receive inquiries/information and provide candidate information to cooperating military programs and civilian facilities.
 - i. The Chamber of Commerce has a program
 - ii. Staff the program
 - iii. Support the program by sponsoring trips to the area for interviews on behalf of cooperating military and civilian employers
 - Suggested Lead – Workforce Solutions Alamo
 - Suggested Time Frame – Begin upon completion of the pilot
 - Suggested Funding Source – City and County shared budgeted activity

SECTION 4

PUBLIC INPUT CONSIDERATIONS

For one element of the Growth Management Planning Outreach Process, both stakeholders and the public were asked to provide suggestions concerning:

1. Issues in their community;
2. Opportunities related to BRAC; or,
3. Other needs or opportunities that should be addressed by the Growth Management Plan.

Every effort was made to then address those issues and opportunities in the GMP. However, there were suggestions which the planning team believes should be addressed, but which could not be considered within the limited time and budget available to the GMP study team. This is a relatively small number of very important cases.

The cases are described in a separate section of the Responsiveness Summary, which is Attachment A to Task Report 7 – Outreach Plan. They are described set forth very briefly here to call them to the attention of community leadership. These are issues which should be addressed by community leaders even though an appropriate action plan has not been included in the Growth Management Plan.

Mental Health: Three factors are presented for consideration. The first factor is a reportedly significant unmet need for mental health care in San Antonio, in Texas and across the nation. At the same time, a second factor is an increasing prevalence of stress-related illness in both the military population and in their families. The team accomplished both an Internet search and interviews with care persons as well as one individual who had been diagnosed as suffering from post-traumatic stress disorder (PTSD). The sense of the search, the statements at team public meetings, and both types of interviews is that this situation goes unreported due to the perceived stigma associated with mental illness. The PTSD patient disclosed that she had been advised by her immediate superiors that even suggesting that she might have a problem could threaten her career. She reported that such concerns were a factor in her decision to leave what she had considered to be a promising military career.

The third of three factors mentioned above is the presence of a State mental health hospital which is situated on a large, attractive campus in San Antonio. This facility and its location affords the State an opportunity to cooperate with a local civilian/military partnership in providing capacity to serve both regional and military needs in a tranquil setting appropriate to the treatment of recovering patients.

It is recommended that the community approach the State of Texas to encourage a cooperative initiative with the military to establish a care facility at or near the site of the present State Hospital.

Recovering Warriors and Their Families: At one GMP public meeting, a volunteer at a facility which supports a Veterans Administration Hospital cited a significant need for help in providing available housing for families of recovering warriors. Inquiry of the Army resulted in an expressed belief that the Army recovery support facilities are adequate and that they are also being expanded and improved, such that there was no need for the community to supplement the present activity. However, the volunteer provided both data and a strong and seemingly knowledgeable plea for public support to address a real need.

This insight was provided near the end of the GMP planning cycle and the planning team was not able to spend the required time to fully understand this issue. It seems that the difference between the two positions lies in a distinction between immediate care at the Army hospital which is adequately supported and longer-term care which may not be supported. It is important that this issue be understood. Recovery from serious injury is a significant long-term struggle and support for a wounded warrior and his family must extend through that full recovery period. The GMP study team strongly urges that this issue be investigated further - not in manner that is intended to find fault with care being provided, but in a manner which ensures that deserving war fighters are not falling through cracks in the recovery support system.

The Walters Street Entrance: During public meetings, community residents pointed out that youngsters walk along streets adjoining the entrances to the freeway, and that much traffic can be expected to cut through neighborhood streets as a result of a space-limited design. One individual provided considerable information as a follow-up to the public meeting. Review of the information suggests that the resident's arguments are compelling, and the study team recommends a review of the intersection design at I-35 and Walters Street. The purpose of the review should be to consider pedestrian safety. Due to the proposed construction schedules, there is a need for prompt initiation of such a review.

Mass Transit: Both the nationally recognized experts who participated in review and local citizens have pointed to the need for consideration of rail-based public mass transportation. These suggestions have included:

1. That the Austin-San Antonio Corridor be maintained along the UP rail alignment with stops at Schertz, SAMMC and Sunset Station;
2. A light rail connection circling among Fort Sam Houston, Brooks City-Base, SAMMC South and the San Antonio Medical Center; and
3. Street Car systems along the Broadway Corridor with connections to downtown and Fort Sam Houston and possible extensions from downtown and Fort Sam to the vicinity of St. Philip's College.

Shuttles: Several citizens have suggested shuttles on the post connecting to walk out gates which are also connected to shuttles serving areas like the Broadway and New Braunfels corridors. Initial conversations with Post officials indicate an initiative to provide such systems would be well received.